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ABSTRACT

This document presents the full text of two United States Senate hearings before the Subcommittee on Child and Human Development of the Committee of Human Resources on the subject of child care and child development programs. The hearings were held to gather information and examine how best to shape future federal legislation involving child care and child development. Hearing witnesses (comprised mostly of program directors and coordinators, all from California) addressed the Committee on November 25, 1977 and December 12, 1977 about topics such as community based child care delivery systems, children's centers, school care, drop-in and crisis care, infant handicapped care, Head Start and other related programs. Also included in the text are prepared written statements by witnesses. Information on child care research and publications is presented as well as four written sets of responses to questions asked by Senator Cranston on various aspects of child care. The appendix contains additional written statements by witnesses; letters and communications to U.S. Senator Cranston from program directors, committee chairmen and other leaders in the field of child care in California; and background material concerning child care services. (SE)

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Level II

CHILD CARE AND CHILD DEVELOPMENT PROGRAMS, 1977-78

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HEARINGS

BEFORE THE

SUBCOMMITTEE ON
CHILD AND HUMAN DEVELOPMENT

OF THE

COMMITTEE ON HUMAN RESOURCES
UNITED STATES SENATE

NINETY-FIFTH CONGRESS

FIRST AND SECOND SESSIONS

ON

EXAMINATION OF HOW BEST TO SHAPE FUTURE FEDERAL
LEGISLATION INVOLVING CHILD CARE
AND CHILD DEVELOPMENT

NOVEMBER 25, 1977, SAN FRANCISCO, CALIF.
DECEMBER 12, 1977, LOS ANGELES, CALIF.

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p. 44-77
Child Care, Government Financing, and the Public Schools: Lessons from the California Children's Centers.
W. Norton Grubb and Marvin Lazerson. School Review; v86 n1 p5-37 November 1977

p270-74
When the U.S. Paid for Day Care. Carol Slobodin.
Day Care and Early Education; p22-25, 49, 1975

p473
After-School Child Supervision Available. Carol Covey.
Evening Outlook; p13, Mar. 24, 1977

CONTENTS

CHRONOLOGICAL LIST OF WITNESSES

NOVEMBER 25, 1977

SAN FRANCISCO, CALIF.

Page
Scarpulla, Sue, Office of the Mayor, San Francisco, Calif 5
Yee, Ruth, director, Chinatown Community Children's Center, San Francisco, accompanied by Louise Sweeney, parent 14
Brunson, Ruby, president, Family Day Care Association, Oakland 19
Warren, Edwin, program coordinator, alternative payment system, Private Nursery School Association of California, San Francisco 20
Grubb, W. Norton, Economist, Childhood and Government Project, University of California, Berkeley 32
Buckner, Larmon, supervisor, Peixoto Children's Center, Hayward, Calif., accompanied by Ecrettia Miles, parent 78
Kudarauskas, Irene, Director, Tenderloin Child Care Center, San Francisco 85
Lewis, Judith, director, Family Developmental Center of the Family Service Agency of San Francisco 91
Clement, Eleanor E., program supervisor, Continuing Development, Inc., San Jose 124
Park, Stephen, bi-county coordinator, Rural Communities Child Care, Ukiah 140
Currie, Arlyce, member, Community Care Facilities Advisory Board, California Department of Health, San Francisco 155
Marsh, Julie, director, St. Patrick's Day Care Center, San Francisco, accompanied by Dominica Papazian, Parents and Workers United for Child Care, San Francisco 162
Brock, Sue, president, California Children's Lobby, Santa Barbara 170
Siegel, Patricia, director, Childcare Switchboard, San Francisco; Betty Cohen, Bananas, Berkeley; and Toni Novak-Sutley, codirector, Community Child Care Council of Sonoma County, Santa Rosa, Calif., a panel 176
Almdale, Linda S., Humboldt Child Care Council, Eureka 223
Barroso, Sylvia, social worker, Children's Center Program, San Francisco Unified School District, San Francisco 234
Breiteneicher, Joseph, Employment Law Center, San Francisco 245
Lopez, Gilbert, director, Napa Valley Head Start Program, Napa, Calif 253

DECEMBER 12, 1977

LOS ANGELES, CALIF.

Sale, June Solnit, chairperson, Mayor's Advisory Committee on Child Care, Los Angeles 275
Hiteshew, Elizabeth M., president, Southern California Association for the Education of Young Children, Los Angeles 285
Cloke, Shirley, program director, Head Start primary continuation learning program, Foundation for Early Childhood Education, Los Angeles, accompanied by Clara Godbouldt; Guadalupe Enriquez; Raphael Blount; Irene Kahn; and Martha Rinaldo 290
Boyce, Lorraine Handy, chairperson, Human Resources Committee, League of California Cities, Escondido 304

Page

Weinstein, Vivian, chairperson, Governor's Advisory Committee on Child Development Programs, Los Angeles 310

Bissell, Joan, Office of the Legislative Analyst, California State Legislature, Sacramento 319

Rodenborn, David J., president, Private Nursery School Association of California, Campbell 334

Smith, Gladys Joann, chairperson, parent advisory council, Greater Los Angeles Community Action Agency 343

Samaniego, Martin, director, Greater Los Angeles Community Action Agency, accompanied by John Flores and Ted Anderson; Luis G. Borunda, director, ABC Child Development Center, Montebello, accompanied by Linda Patino; and Robert A. Wright, director, Community Care Development Services, Los Angeles, accompanied by Fayetta Washington, a panel 344

Hessinger, Winifred, executive director, YWCA of Los Angeles 377

Greene, Annie D., director, Small Fry Day Care Center, Los Angeles, Calif., accompanied by Margaret Buckingham 383

Richards, Lois, California chairperson, Association of Parents and Directors Together (ADAPT), accompanied by Ernest Bailey, chairperson, southern California ADAPT 389

Smith, Wayne, executive director, National Association for Child Development and Education; Jerry Spresser, president, NACDE; Jack Perry, American Pre-Schools; Earl Peterson, Gerber's Children's Centers, Irvine; and Roger Williams, Mini-Skools, Newport Beach, a panel 393

Tishler, Jackie, director, family day care, Big Sister League, Los Angeles 400

Rodriguez, Rod, Head Start program, San Diego 401

Marsh, Emily, Learning Unlimited 401

Lewis, Linda, director, Child Care Information Service, Pasadena; Alice Walker Duff, Child Care Referral Service of the Joint Center for Community Studies, Los Angeles; and Julie Peters, coordinated child care, Riverside County Schools 403

Whittemore, Michael, Children's Center Committee of the United Teachers of Los Angeles 441

Epstein, Laurie, Retail Clerks Union, Local 1442 442

Ungar, Rose, executive secretary, local 1455, a local of A.F.T. 442

Weber, Jim, Children's Center Teachers of Los Angeles, United Teachers of Los Angeles Board of Directors 443

Hanson, Gladys, Children's Foundation, Los Angeles 444

STATEMENTS

ABC Child Development Center, Montebello, Luis G. Borunda, director, Prepared statement 370

Almdale, Linda S., Humboldt Child Care Council, Eureka 223

Prepared statement 227

Bananas, Berkeley, Calif., Betty Cohen, prepared statement 180

Barroso, Sylvia, social worker, Children's Center Program, San Francisco Unified School District, San Francisco 234

Prepared statement 238

Bissell, Joan, office of the legislative analyst, California State Legislature, Sacramento 319

Prepared statement 321

Boyce, Lorraine Handy, chairperson, Human Resources Committee, League of California Cities, Escondido 304

Prepared statement 307

Breiteneicher, Joseph, Employment Law Center, San Francisco 245

Prepared statement 247

Brock, Sue, president, California Children's Lobby, Santa Barbara 170

Brunson, Ruby, president, Family Day Care Association, Oakland 19

Buckner, Larmon, supervisor, Peixoto Children's Center, Hayward, Calif., accompanied by Ecrettia Miles, parent 78

Prepared statement 80

California Department of Health, community care facilities advisory board, Arlyce Currie, member, prepared statement 158

Page

California State Legislature, Office of the Legislative Analyst, Joan Bissell, Alice Walker Duff, prepared statement 321

Child Care Information Service, Pasadena, Linda Lewis, director, prepared statement 406

Child Care Referral Service of the Joint Center for Community Studies, prepared statement 417

Childcare Switchboard, San Francisco, Patricia Siegel, director, prepared statement 198

Childhood and Government Project, University of California, Berkeley, W. Norton Grubb, prepared statement 35

Chinatown Community Children's Center, San Francisco, Ruth Yee, director, prepared statement 16

Clement, Eleanor E., program supervisor, Continuing Development, Inc., San Jose 124
- Prepared statement 127

Cloke, Shirley, program director, Head Start primary continuation learning program, Foundation for Early Childhood Education, Los Angeles, accompanied by Clara Godbouldt; Gaudalupe Enriquez; Raphael Blount; Irene Kahn; and Martha Rinaldo 290
- Prepared statement 293

Community Care and Development Services, Los Angeles, Robert A. Wright, director, prepared statement 364

Community Child Care Council of Sonoma County, Calif., Toni Novak-Sutley, codirector, prepared statement 193

Continuing Development, Inc., San Jose, Eleanor E. Clement, program supervisor, prepared statement 127

Currie, Arlyce, member, Community Care Facilities Advisory Board, California Department of Health, San Francisco 155
- Prepared statement 158

Employment Law Center, San Francisco, Joseph Breiteneicher, prepared statement 247

Epstein, Laurie, Retail Clerks Union, Local 1442 442

Family Developmental Center of the Family Service Agency of San Francisco, Judith Lewis, director, prepared statement 93

Foundation for Early Childhood Education, Los Angeles, Shirley Cloke, program director, Head Start primary continuation learning program, prepared statement 293

Governor's Advisory Committee on Child Development Programs, Vivian Weinstein, chairperson, prepared statement 318

Greater Los Angeles Community Action Agency, Martin Samaneigo, executive director, prepared statement 346

Greene, Annie D., director, Small Fry Day Care Center, Los Angeles,
- Prepared statement

Calif., accompanied by Margaret Buckingham 383
- Prepared statement 384

Grubb W. Norton, Childhood and Government Project, University of California, Berkeley 32
- Prepared statement 35

Hanson, Gladys, Children's Foundation 444

Hayward Unified School District, Peixoto Children's Center, Larmon Buckner, supervisor, prepared statement 80

Hessinger, Winifred, executive director, YWCA of Los Angeles 377
- Prepared statement 379

Hiteshew, Elizabeth M., president Southern California Association for the Education of Young Children, Los Angeles 285
- Prepared statement 287

Humboldt Child Care Council, Eureka, Calif., Linda S. Almdale, prepared statement 227

Kudarauskas, Irene, Tenderloin Child Care Center, San Francisco 85
- Prepared statement 87

League of California Cities, Lorraine Handy Boyce, chairperson, Human Resources Committee, prepared statement 307

Lewis, Judith, director, Family Developmental Center of the Family Service Agency of San Francisco 91
- Prepared statement 93

Page

- Lewis, Linda, director, Child Care Information Service, Pasadena; Alice Walker Duff, Child Care Referral Service of the Joint Center for Community Studies, Los Angeles; and Julie Peters, coordinated child care, Riverside County Schools, a panel 403
  - Prepared statement 406
- Lopez, Gilbert, Jr., director, Napa Valley Head Start Program 255
  - Prepared statement 258
- Los Angeles Mayor's Advisory Committee on Child Care, June Solnit Sale, chairperson, prepared statement 277
- Marsh, Emily, Learning Unlimited 401
- Marsh, Julie, director, St. Patrick's Day Care Center, San Francisco, accompanied by Dominica Papazian, Parents and Workers United for Child Care, San Francisco 162
  - Prepared statement 165
- Napa Valley Head Start, Gilbert Lopez, Jr., director, prepared statement 258
- Office of the Mayor, San Francisco, Calif., Sue Scarpulla, representing Mayor George Moscone, prepared statement 10
- Park, Stephen, bi-county coordinator, Rural Communities Child Care, Ukiah 140
  - Prepared statement 142
- Private Nursery School Association of California, Campbell, Calif., David J. Rodenborn, president, prepared statement 343
- Private Nursery School Association of California, Alternative Payment System, Edwin Warren, program coordinator, prepared statement 23
- Richards, Lois, California chairperson, Association of Directors and Parents Together (ADAPT), accompanied by Ernest Bailey, chairperson, Southern California ADAPT 389
- Riverside County Schools, Julie Peters, coordinated child care, prepared statement 431
- Rodenborn, David J., president, Private Nursery School Association of California, Campbell 334
  - Prepared statement 341
- Rodriguez, Rod, Head Start program, San Diego 401
- Rural Communities Child Care, Ukiah, Stephen Park, bi-county coordinator, prepared statement 142
- Sale, June Solnit, chairperson, Mayor's Advisory Committee on Child Care, Los Angeles 275
  - Prepared statement 277
- Samaniego, Martin, director, Greater Los Angeles Community Action Agency, accompanied by John Flores and Ted Anderson; Luis G. Borunda, director, ABC Child Development Center, Montebello, accompanied by Linda Patino; and Robert A. Wright, director, Community Care Development Services, Los Angeles, accompanied by Fayetta Washington, a panel 344
  - Prepared statement 346
- Scarpulla, Sue, Office of the Mayor, San Francisco, Calif 5
  - Prepared statement 10
- Siegel, Patricia, director, Child Care Switchboard, San Francisco; Betty Cohen, M.S.W., Bananas, Berkeley; and Toni Novak-Sutley, codirector, Community Child Care Council of Sonoma County, Calif., a panel 176
  - Prepared statement 198
- Small Fry Center, Los Angeles, Annie Doris Greene, director, prepared statement 384
- Smith, Gladys Joann, chairperson, parent advisory council, Greater Los Angeles Community Action Agency 343
- Smith, Wayne, executive director, National Association for Child Development and Education; Jerry Spresser, president, NACDE; Jack Perry, American Pre-Schools; Earl Peterson, Gerber's Children's Centers, Irvine; and Roger Williams, Mini-Skools, Newport Beach, a panel 393
- Southern California Association for the Education of Young Children, Elizabeth M. Hiteshew, president, prepared statement 287
- St. Patrick's Day Care Center, San Francisco, Julie Marsh, director, prepared statement 165
- Tenderloin Child Care Center, San Francisco, Calif., Irene Kudarauskas, prepared statement 87
- Tishler, Jackie, director, family day care, Big Sister League, Los Angeles 400
- Ungar, Rose, executive secretary, local 1455, a local of A.F.T 442

Page
Warren, Edwin, program coordinator, alternative payment system, Private Nursery School Association of California, San Francisco ---- 20
  Prepared statement ---- 23
Weber, Jim, Children's Center Teachers of Los Angeles, United Teachers of Los Angeles Board of Directors ---- 443
Weinstein, Vivian, chairperson, Governor's Advisory Committee on Child Development Programs, Los Angeles ---- 310
  Prepared statement ---- 312
Whittemore, Michael, Children's Center Committee of the United Teachers of Los Angeles ---- 441
Yee, Ruth, director, Chinatown Community Children's Center, San Francisco, accompanied by Louise Sweeney, parent ---- 14
  Prepared statement ---- 16
YWCA of Los Angeles, Winifred Hessinger, executive director, prepared statement ---- 379

ADDITIONAL INFORMATION

Articles, publications, etc.:

Child Care, Government Financing, and the Public Schools: Lessons from the California Children's Centers, by W. Norton Grubb and Marvin Lazerson, from School Review, November 1977 ---- 44
Senator Cranston Holds National Childcare Hearings, from the Children's News Advocate, San Francisco, Calif ---- 220
What Happens to People Who Cannot Find Childcare? November 1976, the childcare research and evaluation unit of the Childcare Switchboard, San Francisco, Calif ---- 208
When the U.S. Paid For Day Care, by Carol Slobodin, doctoral student, Stanford University School of Education, from Day Care and Early Education, September/October 1975 ---- 270
Who Cares for the Children? by Coordinated Child Care, Riverside, Calif. ---- 436

Questions and answers:

Cohen, Betty, M.S.W., Bananas, Berkeley, responses to questions submitted by Senator Cranston ---- 186
Lopez, Gilbert, Napa Valley Head Start, responses to questions submitted by Senator Cranston ---- 261
Weinstein, Vivian, chairperson, Governor's Advisory Committee on Child Development Programs, responses to questions submitted by Senator Cranston ---- 315
Rodenborn, David J., president, Private Nursery School Association of California, responses to questions submitted by Senator Cranston ---- 341

APPENDIX

I. ADDITIONAL STATEMENTS

Page
Bay Area Bilingual Education League, Dr. B. Roberto Cruz, executive director, prepared statement ---- 456
Child Care Coordinating Council of San Mateo County, Inc., prepared statement ---- 514
Child Care Information Service, Santa Monica, Calif., Laurie Rozet, director, prepared statement ---- 466
Freis and Miller, early childhood consultants, Livermore, Calif., prepared statement ---- 453
Home-SAFE, Los Angeles, Calif., Maurine Kornfeld, coordinator, prepared statement ---- 504
Junior League of San Francisco, Inc., prepared statement ---- 508
Learning Unlimited Family Child Care Homes, Culver City, Calif., prepared statement ---- 469
Los Angeles County Department of Public Social Services, James LaMaida, prepared statement ---- 463
Mission Childcare Consortium, San Francisco, Calif., prepared statement ---- 512
Pasadena Consortium on Child Care, prepared statement ---- 480
Silver, Carol Ruth, supervisor-elect, city and county of San Francisco, prepared statement ---- 449

II. ADDITIONAL COMMUNICATIONS

Communications to:
Cranston, Hon. Alan, a U.S. Senator from the State of California, from:

Page
- Adams, Ann, Los Angeles, Calif., December 7, 1977 ... 529
- Beeson, Lynne, program monitor, Model Cities Agency, San Francisco, Calif., December 9, 1977 ... 554
- Bostrom, Margaret Ann, director, neighborhood child care program, Family Service Agency of San Mateo, Calif., December 21, 1977 ... 538
- Brown, Omie, executive director, Urban Indian Child Resource Center, Oakland, Calif., November 25, 1977 ... 546
- Brunkow, Jean A., chairperson, San Diego County Child Care Coordinating Council, December 7, 1977 ... 540
- Burns, Margie, president, Diablo Valley Day Care Providers Association, Pleasant Hill, Calif., November 1, 1977 ... 551
- Fickel, Richard R., superintendent, Office of Education, County of Santa Cruz, Calif., November 21, 1977 ... 543
- Hardiman, Teri, president, and Lari Chouinard, vice president, Women Attentive to Children's Happiness, Altadena, Calif., December 21, 1977 ... 572
- Hewitt, Cris, chairperson, San Fernando Valley Child Care Consortium ... 575
- Mansergh, Gilbert, director, Head Start project, Federation of Preschool and Community Education Centers, Inc., Carson, Calif., December 19, 1977 ... 532
- Mohr, Patricia Pruden, coordinator, Children's Center, Chaffey Community College, December 16, 1977 ... 560
- Osmundsen, Jeri, student administrator, and Edith Munoz, student/parent peer counselor, Children's Center, Chaffey Community College ... 568
- Phillips, M. Jane, State president, California Child Development Administrators Association, December 9, 1977 ... 825
- Setbacken, Andrea, director, Children's Center, Associated Students of California State University, Sacramento, Calif., December 23, 1977 ... 536
- Stanley, Patricia, Laura Vallejo, and Gail Cacheoke, Pasadena, Calif., December 1, 1977 ... 530
- Sweeny, Mary Ellen, director, Sonoma Parents Organized for Child Care, December 12, 1977 ... 541
- Williams, Earlie, president, Family Counseling and Children's Services, Waco, Tex., December 9, 1977 ... 548
- Zachary, Diane, acting executive director, Children's Commission, County of Santa Cruz, Calif., November 23, 1977 ... 544
- Zimmerman, Muriel, assistant professor, Department of Biology, Chaffey Community College, December 9, 1977 ... 571

III. BACKGROUND MATERIAL

- Self-Help Organization of Family Day Care Mothers as a Means of Quality Control, by June Solnit Sale ... 651
- Books for the Professional, a review of Rationale for Child Care Services: Programs versus Politics, by Stevanne Auerbach with James Rivaldo, by Peggy Daly Pizzo ... 588
- Child Care: Where De We Go From Here?, by Stevanne Auerbach ... 590
- Family Day Care: An Education and Support System Model Developed by Cooperative Extension, New York State, by Natalie D. Crowe and Barbara A. Pine ... 593
- Mothers' Expectations of Child Care, by Stevanne Auerbach-Fink ... 579
- The Family Day Home System: What Is It? How Does It Work?, by the Texas Department of Community Affairs, Human Resources Branch, Early Childhood Development Division ... 626
- Voucher Payment in California: A Review of the Public Policy Issues Raided by the Use of Vouchers as a Child Care Payment System, by the Governor's Advisory Commission on Child Development Programs, Sacramento, Calif ... 660
- What Is Quality Family Day Care?, by WATCH (Women Attentive to Children's Happiness) ... 647

CHILD CARE AND CHILD DEVELOPMENT PROGRAMS, 1977–78

FRIDAY, NOVEMBER 25, 1977

U.S. Senate,
Subcommittee on Child and Human Development
of the Committee on Human Resources,
San Francisco, Calif.

The subcommittee met, pursuant to call, at 9 a.m., in the Ceremonial Courtroom, Federal Building, 450 Golden Gate Avenue, Senator Alan Cranston (chairman of the subcommittee) presiding.

Present: Senators Cranston and Hayakawa.

Staff present: Susanne Martinez, counsel; Lyn Chambers, Ph. D., and Pat Markey, professional staff members; and John H. Backer, Ph. D., legislative assistant.

Senator **Cranston**. Please come to order.

I want to welcome all who are present. I am delighted that Senator Hayakawa and I are together today for this hearing.

Sam, it is good to see you.

Senator **Hayakawa**. Good morning, Alan.

Opening Statement of Senator Cranston

Senator **Cranston**. The Subcommittee on Child and Human Development of the Senate Human Resources Committee, of which I am privileged to be chairman, begins today a series of hearings on the subject of child care and child development programs. The purpose of these hearings, which will continue in other areas of the country as well as Washington next year, is to solicit the comments of parents, child-care providers, and others about how best to shape future Federal legislation involving child care and child development.

The need for adequate child care services in this country has been documented time and again. Statistics released by the U.S. Department of Labor last March indicate that for the first time, a majority of the mothers of children under the age of 18 work outside of the home. Most of these working mothers have entered the labor force for reasons of financial necessity and two-thirds work full time; 41 percent of the mothers with children under the age of 6 are in the labor force. These statistics translate into 6.4 million children under the age of 6 whose mothers work and 22.4 million children from 6 to 17 whose mothers work.

Yet there are only 1.6 million licensed day care openings available throughout the Nation according to 1976 data from HEW, enough

10

to cover only 25 percent of the children under 6 whose mothers work.

As a result, many children are left in inadequate care, shuffled from one care arrangement to another or simply left alone while the mother is at work.

Attempts have been ongoing in Congress over the last 8 years to enact comprehensive child care legislation. In 1971 we succeeded in passing such a bill, but it was vetoed by President Nixon. In 1975 hearings were held in both Houses of Congress on similar legislation, but no action was taken in either body.

It is important to note that the Federal Government is already deeply involved in the provision of child care services. HEW currently estimates that direct and indirect spending by the Federal Government for child care amounted to about $2.5 billion in the last fiscal year, affecting about 9.6 million children.

Since there are only 1.6 million licensed day care openings in the country, it seems clear that we need to learn a lot more about the nature of Government actions touching the other 8 million children affected. In addition to taking a very close look at these child care programs in which the Federal Government is currently involved, we need to examine those supported by State and local agencies and the private sector. We also need to assess the unmet needs in many communities and consider to what extent the Federal Government's role in child care should be expanded or modified to meet those needs.

This examination is particularly critical in light of the President's welfare reform proposal presently under consideration and its implications for working parents or those who would like to work but can't work because there is no place for their children to be properly cared for. Many mothers are on welfare who would rather be working if adequate child care were available to them.

A renewed effort is about to begin in Congress to enact legislation designed to assure that the children of families who need day care services receive adequate supervision and care that enhances their development. This hearing is one of the first steps in that effort.

Using this hearing, and the ones that follow as a basis, I hope to introduce a comprehensive child care and child development bill in Congress next spring. I am hopeful that this long overdue effort will be successful and will have wide bipartisan support in both Houses.

As we draft this legislation, we will be concerned with a number of critical subjects, and I hope that today's witnesses will help us explore these issues. They are:

One: what constitutes quality child care and what can we do to bring about such quality in our child care programs?

Two: what are the special needs of different groups for child care and how can legislation provide for the diversity of programs of child care services that meet their individual needs?

Three: What types of supportive services, such as information and referral agencies, are necessary to assist families in finding the type of child care and services that meet their individual needs?

Four: How can legislation be drafted so that individual parents and local communities can retain control over the programs with a minimum of bureaucracy and administrative redtape?

Five: What is the relationship of child care to employment—both to the employment of parents whose children are in the program and to the employment of those who care for children?

Six: How do we assure that the programs will be cost effective and still provide care within reasonable limits of quality?

Some of these questions are very difficult, but they must be explored and grappled with if we are to design a realistic, responsive piece of legislation.

By far the largest federally supported child development program is Head Start, and we will be hearing from some representatives of some very fine California projects today.

I have some good news for California Head Start projects and for the 100,000 California children needing but not now getting these kinds of services. As soon as we have worked out the impasse over the Labor-HEW appropriations bill, California should be receiving a 60 percent increase in Head Start funding, from $30,750,000 the last fiscal year to $49 million for fiscal year 1978, which began last October 1.

This should cover cost-of-living increases needed by existing programs and allow the enrollment of about 7,000 more children in Head Start projects in the State, a 50 percent increase over those presently served.

California has not been getting its fair share of Head Start money since the program began in 1965. Congress enacted a formula in 1974 to provide a more equitable allotment. After some rather extensive discussion with HEW we seem to have convinced them to apply fully and correctly the statutory formula under which California will receive $8 million more than otherwise out of the nationwide 25 percent Head Start funding increase that we have been able to get approved by Congress.

This still isn't the full share California should be getting based on the number of needy children here, but it is a great stride forward.

Finally, I want to note that we have been able to arrange for child care, albeit rather ad hoc, to be provided for the children of some of the participants and observers at this hearing this morning. I want to give special thanks to Sally Large for volunteering to help us with today's child care. This is the kind of recognition of the needs of busy parents and children that more Federal activities really need to provide.

Because we want to get as many points of view as possible, we have scheduled a great many witnesses for this morning's hearing, and I would like to say to each of the witnesses that this means we need to have the cooperation of everyone in keeping presentations short. The entire written statement of each witness will be printed in the hearing record and I want to assure each of you that these written statements are as important to me and the subcommittee as the oral testimony that we receive today. They will be carefully reviewed.

Because of another commitment, I am going to have to leave promptly at about 10 minutes before 1. If I have to interrupt you and ask you to shorten your testimony so that I can hear as much as possible before I depart, I hope you will understand. If there isn't time for me to ask all the questions I want to ask I will send to those of you whom I don't reach with questions today some written questions and ask you to send us written answers to include in the hearing record.

I welcome each witness and look forward to hearing from you.

Before we proceed, Sam, do you have any opening remarks?

Senator **Hayakawa**. Yes; I do, Mr. Chairman.

I would like to thank you, first of all, for having arranged today's hearings of the Child and Human Development Subcommittee. I am the only Republican on this subcommittee and I hasten to say this is one of my preferred assignments. This assignment not only provides me with an opportunity to work closely with the distinguished senior senator in California but it also enables me to concentrate on problems which have concerned me as a teacher and educator for a long time.

My interest in child development goes back many years. I have had a continuing interest professionally in the subject of early childhood development. Personally I have been involved a great many years, first, of course, as a parent of three children and, second, as the parent of a retarded child.

I became a member of the Child and Human Development Subcommittee only last March. The principal piece of legislation which occupied us since then was S. 961, the Opportunities for Adoption Act of 1977.

Some of you know, who followed the legislative process, title 2 of this bill actually extends the Child Abuse Prevention Act for 2 more years. There were a number of provisions in the original act which I did not like. As a consequence, the chairman and I fought a number of pitched battles but the outcome of this legislative contest was a positive one, and I believe most beneficial for everyone concerned. I certainly learned a lot during that debate, Alan, and I am grateful to you and all of us who are concerned.

Senator **Cranston**. I learned some things, too, I assure you.

Senator **Hayakawa**. Thank you.

We reached an appropriate compromise and the final bill, which passed the full Senate a few weeks ago, was sponsored by both Senator Cranston and me. I consider this a good and meaningful omen for the forthcoming work in the subcommittee.

As you know, child and human development is also part of the responsibility of the Finance Committee, which has jurisdiction over the financial aspects of Federal legislation. It has just reported H.R. 7200, the public assistance amendments of 1977, and Senator Cranston and I will soon have the opportunity to vote on this bill on the floor of the Senate.

H.R. 7200 contains a number of provisions which deal directly with child welfare services.

These hearings, therefore, could not come at a better time. We will hear today from witnesses about community based child care delivery systems, about children's centers, about school care, about drop-in and crisis care, infant handicapped care, Head Start and other related programs.

I must say that Head Start is a program that I have long been interested in, especially since I am interested in academic performance as a professor for so many years of my life.

I am here to learn and to hear testimony that will enable me to cast my vote in accordance with your interests and the best interests of the Nation.

Chairman Cranston has announced that his subcommittee will be preparing comprehensive child care legislation. Before we hear the testimony, I would like to comment on the role of the Federal Government as it applies to child care services and other matters under consideration here.

There is no question that the children need the protection of Government against abuse or neglect. We have laws covering those areas but the matter needs constant attention. There are times when it may be proper for Government to finance certain types of programs which are necessary for the wellbeing of children but nevertheless beyond the financial means of parents. Assistance for handicapped children would be in this category.

However, I have serious concerns about whether the Federal Government should intervene in what essentially are the private lives of citizens or if Government does intervene, what limits should be set upon that intervention.

The basic problem with Government programs, whether they are for the benefit of children or anybody else, is that Federal funds inevitably lead to Federal controls. Someone says there is a need that is not being met, let's develop a program with Federal funds, and everyone agrees. The program is established.

Then the next thing you know, some Washington agency is busy writing what they call guidelines, that is, rules that have the effect of law, telling people what to do, when to do it, under penalty of losing the Federal funds if they do not comply.

And along with controls, others in the Federal agencies are busy expanding the list of eligible people, thereby increasing the cost of the program. Soon we have another huge bureaucratic complex.

So I approach these hearings on child services programs with some reservations, although I shall keep an open mind on the issue.

I, therefore, hope and trust the witnesses will make it clear to this subcommittee to what extent they consider an enlarged Federal involvement appropriate.

Thank you, Mr. Chairman.

Senator **Cranston**. Thank you very much, Sam.

We will now proceed with our witnesses, and the first is Sue Scarpulla, office of the mayor, San Francisco.

Sue, we are delighted to have you with us.

STATEMENT OF SUE SCARPULLA, OFFICE OF THE MAYOR, SAN FRANCISCO, CALIF.

Ms. **Scarpulla**. Thank you, Senator.

Senator Cranston and members of the committee, on behalf of Mayor George Moscone, I would like to welcome you to our city today and express my personal appreciation for your invitation to present testimony before you.

The similarities in the genesis of program issues to be discussed today with that of other systemic issues being reviewed in many other human service programs has led me to concentrate my remarks on the need of the children and families involved for power to shape their own destinies.

At the risk of restating the obvious, I am convinced that the Government, through our levels of regulatory, bureaucratic, and funding machinations, have hurt children and their families far too often. I am reminded of Margaret Mead's comment that our civilization has learned what to do with those who hurt people with evil intentions, but we have failed to recognize and deal with those who hurt with good intentions. It is lucky for many of us in Government that that is the case.

I am convinced that the most appropriate child care financing mechanism available to reach the largest number of families in need of such services is the voucher. I would further suggest that vouchers be analyzed in terms of their benefit potential as both gross income as well as an itemized deduction on Federal and State income tax sheets as a way of reaching far more middle-class families who currently receive no real governmental support in this regard.

A voucher has the distinct and overwhelming advantage, I think, of placing major decisions and choices in the hands of parents very early in the child's life. If you listen, as I have, to the complaints of teachers, counselors, probation officers, and criminal justice professionals, the integrity and power of the family unit has eroded. Strangers are now responsible for the fate of our children and most particularly those who happen to be poor.

There is no doubt in my mind that parents are much more likely to remain involved in decisions about their children if they have choices and support in the beginning.

Available child care programs in a structured setting would increase predictably in correlation to the purchasing power of families. The public-private mix of these programs is and must remain an issue of local concern. Above all else, the flexibility of funding human service programs, such as child care, is my major concern after observing, as I have for the past 10 years, the inevitable "cutting edge" of eligibility formulas.

By this stage we ought to be able to understand the nature of the basic need for child care as endemic to society in 1977 America and not separable on the basis of economic, geographic or linguistic demographics.

The particular program responses obviously have to include these concerns, but the funding fundamentals should not.

The quality issues involved in the provision of child care programs are distinct, in my opinion, from funding through licensure and certification measures. Structured child care settings must address quality standards that involve not only program content and staffing ratios but also must protect the workers involved from substandard labor practices.

If, as I suggest we must, we recognize child care as a legitimate need of this society, then it follows that those workers providing the service have legitimate claims on decent wages and working standards.

In reality, much child care has been and continues to be provided by extended family members or close friends or neighbors. In San Francisco alone, we have over 400 licensed family day homes and at least as many more than that that are unlicensed.

Vouchers could provide the entry into understanding far more than we now know about family day care homes. Hopefully, financing could reflect lower costs but, as important, legitimizing this kind of activity would result in nonpunitive support services, such as training, respite care, increased playgrounds and/or participation in the structured program network.

We must not assume that professional skills are any replacement for a nurturing supportive environment for children either in their home or in their school. Our junior high and high schools, detention homes and foster homes ought to be evidence enough of that fact.

I cannot help but recall a recent incident in this city where an elderly woman was beaten to death on the streets of a "safe" neighborhood one afternoon. The families of the teens arrested, from public accounts, could not understand how their children could possibly be involved since they had evidenced no behavioral problems at home.

One conclusion I draw from this is that the educational institutions supposedly supporting families such as these are either not knowledgeable or are not transmitting the information to the families. This should not be a startling revelation by this point.

Schools are foreign entities to far too many cultural groups in our inner cities. They do not recognize, let alone program, instruction or counseling based upon particular family needs.

We would be foolish to assume that we can address this problem without including young preschool children. Child development research has proven the obvious power to support or destroy self-esteem and independent growth through child care programs. I do not have to be an expert, but only the mother of a 3½-year-old daughter, to know that her self-image is intimately interwoven with mine and my husband's. Preschool is her first opportunity to express her place in our family. Her growth depends upon mutual support and communication inside the home and out.

If we truly want children to grow and families to stay together, we must not prejudge the ability of those families to shape their own destiny. Before we, as the Government, help, as we do so well, to break them up, we ought to at least give them a fighting chance.

Thank you.

Senator CRANSTON. Thank you very much.

I know that Mayor Moscone is very supportive of our programs and very cognizant of the needs of children in this area. He demonstrated that while he was in the legislature and he is demonstrating that as mayor of San Francisco. I look forward to working with him very, very closely.

Sam, do you have any questions?

Senator HAYAKAWA. Ms. Scarpulla, I am grateful to you for your testimony, and I would like to ask, in addition, as to your concluding paragraph:

> If we truly want children to grow and families to stay together, we must not prejudge the ability of the family to shape its own destiny. Before we, as the Government, help, as we do so well, to break them up, we ought to at least give them a fighting chance.

Would you elaborate on that a bit?

Ms. SCARPULLA. Certainly, Senator. I believe, if you look at the wide range of child welfare programs in this country, if you look at the state of social services in general, you will see the incredible lack of casework and support services available to people for all sorts of needs, including child care. You will see, for instance, as I have unfortunately, that through the Federal, State, and local limitations and bureaucratic problems that exist within all human service programs we have, for instance, in San Francisco, 20 social workers assigned to 16,000 AFDC families in the city.

Senator HAYAKAWA. What was that figure again?

Ms. SCARPULLA. Twenty social workers assigned to 16,000 AFDC families.

The social workers involved are the first to come to me with that kind of information. The service response means that social workers today in San Francisco get involved with a family when the family is or has disintegrated. We do not have the capacity to respond any earlier than that. When a social worker, by virtue of the overload on them, has to make those choices about which family to go visit, it is inevitably these days the family where either the children, the mother, and/or the father have to be removed from one another. We have no capacity at the moment to be able to respond with any kind of old fashioned social work.

Senator HAYAKAWA. What you mean by "giving them a fighting chance," is to make more social workers available to them so they can keep families together?

Ms. SCARPULLA. What I am suggesting is that the Government itself, through all of the millions and millions of dollars that we spend on services, ought to put some power initially into the hands of those families to let them purchase the service as they see fit.

Senator HAYAKAWA. Let them purchase the services?

Ms. SCARPULLA. Let them purchase the services as they see fit as a way to put the public and private agencies that provide such services in the position of responding rather than having to be the initiator of service as it now exists.

Senator HAYAKAWA. In other words, you want to put more autonomy and power of choice in the hands of the individual parent?

Ms. SCARPULLA. That is right. I think the quality issues inherent in what takes place within any given program, be it public or private, is a separable issue and ought to be dealt with as a matter of licensing or certification.

Senator HAYAKAWA. And this would be done through your voucher system?

Ms. SCARPULLA. The voucher system, as I see it, would be something that would be related far more to the income tax system, so that the paper flow could come to families directly, either through vouchers if they need it, or for upperclass families, if they don't want the voucher, some mechanism could be done to eliminate the paperwork for them so they could simply claim an equivalent on their income tax.

Senator HAYAKAWA. Please go on with this.

If you'll excuse me, Mr. Chairman, I want to hear more about this.

How does the voucher system work? How would I get one and how would I spend it or use it?

Ms. SCARPULLA. An agency of the Government, be it either the Internal Revenue Service or the State of California——

Senator HAYAKAWA [interrupting]. Let's say the Internal Revenue Service, for instance.

Ms. SCARPULLA. If I as a mother of a preschool age child would like to participate in that kind of a program, I could either mail an application or a letter of inquiry or whatever, go down to an income tax office within my own city and simply file a claim, and receive in the mail a voucher, which could be used throughout the year at whatever standard level that could potentially, hopefully, in a State like California, where the costs are probably far higher than they are generally throughout the rest of the country for such care, that the State could supplement, as they now do, the cost of child care.

Senator HAYAKAWA. And this voucher would purchase what?

Ms. SCARPULLA. Would allow a family a flat amount of money a month to seek and purchase the kind of child care they think is needed.

Senator HAYAKAWA. This gives, then, the families the autonomy and the power of choice that you seek. Thank you very much.

Ms. SCARPULLA. You see, Senator, to add one final thing, middle-class people now have those choices.

Senator HAYAKAWA. Yes; because they have the money.

Ms. SCARPULLA. But the poor inevitably do not.

Senator CRANSTON. The voucher system would give that choice. It wouldn't obviously increase the quantity of service available, would it?

Ms. SCARPULLA. I believe that it would in that the marketplace would become far greater, and I think both public agencies as well as private agencies would respond in kind with the availability of the purchasing power to the families involved.

Senator CRANSTON. Insofar as quality is concerned, would there be a direct impact?

Ms. SCARPULLA. Again, from where I am sitting, I believe the quality is a separable issue, and I believe we would be far more likely to get those people, those hundreds and hundreds of people who are now providing child care within their homes into the system by virtue of the availability of the voucher to bring them in, that would allow us to see what kind of quality child care they are providing, which we as the Government, with all of our money, are still not able to get into those homes.

Senator CRANSTON. Thank you very much, you have been very helpful.

[The prepared statement of Ms. Scarpulla follows:]

TESTIMONY OF SUE SCARPULLA
OFFICE OF THE MAYOR
SAN FRANCISCO, CALIFORNIA

Before

Subcommittee on Child Human Development

of the

Committee on Human Resources
Senator Alan Cranston, Chairman

Senator Cranston and Members of the Committee, on behalf of Mayor George Moscone, I would like to welcome you to our City and express my personal appreciation for your invitation to present testimony before you today. The similarities in the genesis of program issues to be discussed today with that of other systemic issues being reviewed in many other human service programs has led me to concentrate my remarks on the need of the children and families involved for power to shape their own destinies.

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Schools are foreign entities to far too many cultural groups in our inner cities. They do not recognize, let alone program instruction or counseling based upon particular family needs.

We would be foolish to assume that we can address this problem without including young pre-school children. Child development research has proven the obvious power to support or destroy self-esteem and independent growth through child care programs. I do not have to be an expert, but only the mother of a 3 1/2 year old daughter, to know that her self-image is intimately interwoven with mine and my husband's. Pre-school is her first opportunity to express her place in our family. Her growth depends upon mutual support and communication inside the home and out.

If we truly want children to grow and families to stay together, we must not prejudge the ability of the family to shape its own destiny. Before we as the government help, as we do so well, to break them up, we ought to at least give them a fighting chance.

Senator CRANSTON. We will now hear from the first of three groups on the topic of diversity in child care delivery systems. The witnesses will be Ruth Yee, representing the Chinatown Community Children's Center, San Francisco; Ruby Brunson from the Family Day Care Association, Oakland; and Ed Warren, from the Private Nursery School Association of California, San Francisco.

The full text of your statement will go in the record, and we will then have a chance to ask you questions. You may proceed in whatever order you see fit.

STATEMENT OF RUTH YEE, DIRECTOR, CHINATOWN COMMUNITY CHILDREN'S CENTER, SAN FRANCISCO, ACCOMPANIED BY LOUISE SWEENEY, PARENT

Ms. YEE. I would like to start first, my name is Ruth Yee. I am the director of Chinatown Community Children's Center.

I realize the time given is short but I am going to split my time with a parent from another community-based child care program. Since there is such a diversity in different kinds of community programs, it would be more appropriate to have someone else to share their viewpoint on another kind of program.

Senator Cranston and Senator Hayakawa, I want to start my testimony by stressing that I am here to speak about the needs in community child care centers in general.

Let me, first of all, emphasize that our center is not a babysitting service. Like so many other community child care centers, our center is a full-day bilingual and bicultural child care center which serves pre-school-age children between the age of 2½ to 5 years old. Most of the children are from low income and non-English speaking families where often both parents must work in order to survive.

Our center is open from 7:30 a.m. to 5:30 p.m. and is staffed by bilingual teachers and other supportive staff. As with all other community child care centers, our center is serving maximum capacity of children and have a long waiting list.

The Chinatown Community Children's Center is created to provide experiences, opportunities, and environment which foster a child's educational, emotional, and social growth.

The center is designed to take non-English speaking pre-school-age children and ease them into the mainstream of American society. The children experience and learn in an atmosphere where their family's Chinese culture and language are respected and at the same time the American language, customs, and culture are absorbed. Both English and Chinese languages are used, although some programs are taught in English while others are taught in Chinese.

The center also attempts to provide some transition into the public schools for those children whose first language is Chinese. The need for such transition is beyond argument. Moreover, the U.S. Supreme Court in the case of *Lau* v. *Nichols* stated:

> Students who do not understand English are effectively foreclosed from any meaningful education. Those who do not understand English are certain to find their classroom experiences wholly incomprehensible and in no way meaningful.

Therefore, the importance of bilingual multiculture education is emphasized in community-based children's centers.

Another significant feature of our center is that we have strong parent participation. Our children's parents are active in the governing and planning of the center's programs and affairs. The center is governed by a board where elected parents constitute a majority of the board. These parent board members are elected by other parents. Through their elected board members, the parents have control over the types of programs which affect their children. They have taken and continue to take an interest in the children's affairs.

I want to mention that I am very glad that both Senators have expressed the need for child care and point out some statistics of working parents in the State. I want to take our community as an example, again, just to support the statistics, that in the Chinatown, North Beach area there are over 3,000 pre-school-age children and that only 10 percent of the population is served now, meaning that we only have 300 full-time service capacity for child care.

I guess the same situation occurs in other parts of San Francisco and perhaps worse. Therefore, I strongly urge that some kind of bill can be written up to provide more services for children and that community-based programs are greatly needed.

I would like to turn in the time for our parent, Louise Sweeney.

Senator CRANSTON. Thank you very much.

[The prepared statement of Ms. Yee follows:]

Prepared Statement of Ruth Yee, Director, Chinatown Community Children's Center

San Francisco, Calif.

Senator Cranston and honorable members of the staff. My name is Ruth Yee. I am the director of Chinatown Community Children's Center, which is located at 797 Clay Street in San Francisco, California.

Today I like to speak to you about our center specifically and about the need for community childcare center in general.

Let me, first of all, emphasize that our center is not a babysitting service. Like so many other community childcare center, our center is a full day biligual and bicultural childcare center which serves pre-school age children between the age of 2 1/2 to 5 years of age. Most of the children are from low income and non-English speaking families where often both parents must work in order to survive.

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The Center also attempts to provide some transition into the public schools for those children whose first language is Chinese. The need for such transition is beyond argument. Moreover, the United States Supreme Court in the case of Lau v. Nichols (1974) 414 U.S. 563, 566 stated:

> "... students who do not understand English are effectively foreclosed from any meaningful education... those who do not understand English are certain to find their classroom experiences wholly incomprehensible and in no way meaningful."

At our center, the children's parents are active participants in the governing and planning of the center's programs and affairs. The Center is governed by a board where elected parents constitute a majority of the board. These parent board members are elected by other parents. Through their elected board members, the parents have control over the types of programs which affected their children. They have taken and continue to take an interest in their children's welfare.

The need for community childcare service, such as our center and others, cannot be over emphasized. There are over three thousand (3,000) pre-school age children living in the North Beach and Chinatown community of San Francisco. Most of these children are denied childcare services. Only about ten percent (10%) or three hundred (300) of these children are given full day services, and about two hundred (200) of them are given half day childcare services. All of the childcare centers in the Chinatown and North Beach community have a long waiting list of children who required and desired childcare services.

In conclusion Senator, I strongly urge you to support bilingual, bicultural, and other types of community childcare services for Ameria's future, the children.

Senator **Cranston**. We will now hear from Ms. Louise Sweeney.

Ms. **Sweeney**. Good morning. My name is Louise Sweeney and I live in San Francisco. I am a single, working parent and will be speaking to you about two types of child care, public, community based child care in a center and private family day care.

But first, let me state that in any discussion of child care, our first concern is always quality. There just aren't enough quality child care programs. I'm lucky. I have child care that I am pleased with even though I cannot afford it. Many, many other parents and children have either no services or very inadequate services.

My two older children, ages 3 and 5, are enrolled in St. Patrick's Day Care Center, a bilingual multicultural program here in San Francisco. The center has 36 children and provides a variety of services to the families involved. The center's small size and strong community ties has proven a good basis for involving parents in decisionmaking.

I am an officer in the parent group and feel very strongly that if St. Patrick's were a part of the school district or any other large bureaucracy our influence as parents would be greatly minimized. The parents and staff work closely together to provide a program designed to meet the needs of all children and parents involved.

St. Patrick's is publicly funded. Because of my income I pay no fee for my two children to receive care while I work full time. Unfortunately no such subsidized child care exists in my community for my 5-month-old infant. After much anguish I finally decided to ask friends for help in paying for private care rather than quit my job and go on welfare.

The arrangement I have for my infant is a family day care home which I am very pleased with. However, even with the financial assistance of friends, I can only afford to leave him there for 3 days per week. For this I pay $100 a month. The other 2 days per week a patchwork arrangement of volunteer babysitters and bringing him to work with me is what has allowed me to continue to work.

As I stated, I am pleased with the family day care situation I have for my infant part time. I feel that small babies need a small homelike atmosphere. I would like to see some way that the subsidy which I have already been determined eligible for could be extended to provide care for all three of my children full time.

As I look toward the future another concern I have is after school care. Next year, my oldest will be school age and I will have a whole new child care problem to deal with.

The list of what parents need goes on and on and diversity is important. Not all parents work Monday through Friday, 9 to 5; not all children are ages 2 to 5; not all families need full-time care. What is needed is a variety of services in each community, with subsidy available to those who need it and with the decisionmaking maintained on a parent-community basis.

I would just like to add another personal experience in that yesterday I spent Thanksgiving with four children whose mother is in the hospital. She had some problem and had gone to the doctor, and they said she had to have surgery immediately, that she would be there overnight and would be home the next day. So she said, "Well, I have to make arrangements for my children," and called all over town trying to find someone. She has four children.

She couldn't find anyone and convinced herself that since she would be home the next day they would be OK and left them alone in the hotel room where they were staying because she hadn't been able to find anywhere to live.

Well, she wasn't OK, and nearly died. The children were there alone and went to the hotel manager who called child protective services, which is all right, except now this woman is in the hospital and being threatened with losing her children, that they are going to be taken away from her because she left them alone, when clearly she didn't have much alternative but to leave them alone in the first place because there weren't any services available for this woman, who is a single mother. Any one of us could some day get a horrible ailment and be thrown in the hospital and have nowhere for these kids to go.

That is just another example of the types of care that are needed in the community.

Senator **Cranston**. Thank you very, very much.

Senator **Hayakawa**. Thank you.

Senator **Cranston**. Next we will hear from Ms. Ruby Brunson.

STATEMENT OF RUBY BRUNSON, PRESIDENT, FAMILY DAY CARE ASSOCIATION, OAKLAND

Ms. **Brunson**. I am Ruby Brunson and I am president of the Family Day Care Association of California.

Family day care is a viable alternative to the institutional atmosphere prevalent in most child care delivery systems. Years ago when there were very few child care facilities, children of working parents were cared for in the home of relatives or friends. Family day care has a historical setting that predates but supplements most recognized child care delivery systems such as nursery schools and preschools and centers.

The diversification of systems in the delivery of good child care and development services should command equal support. The recognition of the family day care home as a relevant part of the child care delivery system and worthy of public financial support only happened a few years ago.

Family day care providers bring to child care and development the environment of a home away from home to the child. Most are small business operators that place the well-being of the child above the profit motive.

Within the family day care home the provider is the mother, the cook, the custodian, the psychologist, the bookkeeper or any other role that has to be played. Provider's hours are flexible, many offer to parents a choice in life-styles that is near to their own. In many instances parents are able to locate a family day care home in their neighborhood.

The delivery of child care and development services in a family day care home should not be viewed as a cheaper delivery system or a way to write off expenses normally charged to other child care systems. Family day care providers work 10 to 11 hours per day. They receive no fringe benefits. They are the most available child care delivery system for working parents with children 0 to 4 years, for low-income parents, parents whose children require special care or parents in need of after school care for their children. The provider's home serves as the child care facility. Through the provider's creativity, dedication and love for the children, the family day care home serves as a vital part in the delivery of child care and development services.

Thank you.

Senator Cranston. Thank you very, very much.

Senator Hayakawa. Thank you.

Senator Cranston. Mr. Warren.

STATEMENT OF EDWIN WARREN, PROGRAM COORDINATOR, ALTERNATIVE PAYMENT SYSTEM, PRIVATE NURSERY SCHOOL ASSOCIATION OF CALIFORNIA

Mr. Warren. Senator Cranston and Senator Hayakawa, my name is Edwin Warren. I am currently the program coordinator for 1 of 19 vendor/voucher programs in the State of California that were funded last year. The views that I present are my own, based on not only my current experiences but upon those I have had in previous experiences which range from parent co-ops to Head Start programs.

The topic of this panel is diversity. The key question I think is how to provide that diversity while maintaining high quality and at the same time cost-effective programs. This trio of intents has not been resolved to anybody's satisfaction; but must it remain so? I believe there are ways that we can learn from our previous experiences and overcome the particular interests that we have developed within the field and to overcome those obstacles that are outside the field that must take place if we are to expand this much needed service.

Child care has the special characteristics of sharing with the parent the responsibility for the care of a steadily increasing number of young children. Given a world where single parents and married couples must work to preserve the economic base essential for decent living and self-respect, the Government faces the need to identify and implement a public policy that will strengthen the family in our current condition of shared child rearing. It is not an easy task.

In a book that was published a couple of years ago there is one of my favorite quotes that sets forth the difficulties that you face, in Sar Levitan and Karen Alderman's book, on the first page they say:

> Since it deals with the foundations of life and bears upon the social fabric, it is not surprising that the provision of child care is clouded by emotionalism, clashes in value systems, and tunnel vision perspectives. Social concern with parents' care of young children is viewed by some as an invasion of privacy and for others, failure to correct any perceived deficiencies in child care is equated with lax morality, if not outright crime. The road to hell is paved with good intentions, and in the child care area, road maps are poorly marked.

There are three areas to which my remarks are directed today. First is the consideration of alternative payment systems, vendors, or vouchers. The words are not precisely defined in the way that we use them within the field but I will refer to it usually as alternative payment system. I am speaking to the same kind of idea that Ms. Scarpulla was talking about when she was talking about vouchers.

I would like to have the alternative payment system considered as the major, if not the universal, form of financing child day care.

Second, the importance of resource and referral programs for both short-term and long-term goals leading to fuller use of existing resources and improvement of programs.

And third, the crisis California faces as a result of a fragmented, unsupported regulatory system.

Funding mechanisms, support, and information techniques, and protection of children are the three functions which, in a structured and more coordinated fashion, would provide a solid base for the diversity of service programs needed to reflect a variety of family conditions and preferences.

As I indicated, we are 1 of 19 vendor/voucher alternative payment systems currently funded in the State. The State of California has just also finished a 2-year pilot study in Santa Clara which also deals with this approach.

The principal value of vendor/vouchers, as stated by most people, is that it gives parents choices. There are outcomes that come from those choices, not only in terms of parents feeling greater control over their lives, but also in providing them with some ability to have direct influence upon how the services are delivered.

It also has the ability of opening up, as we clearly see now, a huge additional array of services such as family day care homes. Small private centers that could not participate in the normal paperwork of Government programs can participate through an alternative payment system in public subsidies.

Its potential as a process to fund programs should and must be fully explored. For the purposes of focusing discussions on this topic, I would suggest that vendor/vouchers or alternative payments is the most effective way to finance the divergent but growing subsidy of child day care.

From my experiences it seems to me that the most serious obstacles to full consideration of alternative payment systems are more political than technical. If California proceeds as it currently is, I can well see in a couple of years down the road that we will have two systems of financing. One is through vouchers and another is through direct subsidies, another process of fragmenting the system that is too fragmented already.

I see alternative payment systems as a funding mechanism, not as a type of program delivery. It applies to in-home care, family day care, and center care, both public and private.

It is a way, if not the only way to unify what currently in California are three vendor/voucher programs we have today. One of those is the income disregard method of financing child day care for those who receive some public assistance together with those programs receiving direct subsidies. It is also a way of making explicit the current Government's voucher subsidy of middle income families which takes place through our system of Federal and State tax credits.

As has been said, the current rationale for vendor/vouchers is that it gives parents choice. Within the current supply that we have, parents' choice is restricted, but it still maximizes what choice is available within the current options.

Vendor/voucher is also a strong way of making programs responsive to parents. An example is Texas where parents are an active part of a new regulatory system, and that is possible through the use of vendor/vouchers because they really can choose where they go.

Even with vendor/vouchers, one must not fail to note that many families will continue to need specialized support services and those are available. Those kinds of direct service programs are already being contracted with outside agencies for specific services, such as social workers.

The child development health screening program could be a viable alternative to building medical screening into a child day care program budget. The children will continue to need environments, including staff ratios, appropriate to their need.

One of the areas I want to mention was resource and referral. There are three values to resource and referral, as I have indicated in my remarks, which I could summarize by saying that they assist parents in both the finding and providing of parents with the tools necessary to make choices within the alternatives that are available to them.

I believe that resource and referral agencies are the best way that we have of beginning to determine what needs are. I have not yet been a survey, which attempts to portray need, that is accurate.

And the last thing they can do, over the long haul, is they can really provide supports to programs so the quality can be improved.

In the area of regulation, California in particular, the system is so chaotic that I think we would be better to start with a new law. That law should follow the recommendation of the Governor's Advisory Committee on Child Development that says, "Licensing and regulatory standards should be the same across all program types and enforced equally among types of care however funded and of whatever program description."

The issues I have raised today must be viewed by all in the context of supporting a diverse and high quality service network. If we can establish the framework within which that varied service delivery can take place, we can move forward toward providing a system of child day care to all children that need it at a price that their parents can afford.

The task that you have in sifting the multitude of perspectives on this highly personal issue is immense. I would not support an alternative payment system of financing unless we have both a support system which is available through resource and referral agencies as well as an improved regulatory function.

As you develop the next comprehensive Child Development Act based upon previous experience and the current testimony, I would urge you and the committee to remember the adage that many great tasks are lost when people attempt to bridge a chasm in two steps. We need thoughtful planning and coordinated legislation at the Federal, State, and local level.

Thank you.

Senator CRANSTON. Thank you very, very much.

Senator HAYAKAWA. Thank you.

[The prepared statement of Mr. Warren follows:]

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November 25, 1977

Honorable Alan Cranston
Chairman
Subcommittee on Child and Human Development
4230 Dirksen Senate Office Building
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Senator Cranston and Committee Members,

INTRODUCTION

My name is Edwin Warren. I am currently the Program Coordinator for one of nineteen vendor/voucher (alternative payment system) programs funded last year by the State of California. The Private Nursery School Association of California (PNSA), my employer, is the association of private, both profit and non-profit, licensed child day care and preschool programs in Northern California.

The testimony I present today represents my current thinking on future directions for child day care. It does not represent any official position of my employer, PNSA, or the collective position of the present alternative payment system programs in California. My views are based upon my current experiences and previous activities which range from a parent in a co-op nursery to Director of Head Start programs in Los Angeles.

There are three areas to which my remarks are directed. First, consideration of alternative payment systems as the major if not universal form of financing child day care. Second, the importance of Resource and Referral programs for both short term and long term goals leading to fuller use of existing resources and improvement of programs. Third, the crisis California faces as a result of a fragmented, unsupported regulatory system. Funding mechanisms, support and information techniques and protection of children are the three functions which if structured in a more coordinated fashion would provide a solid base for the diversity of service programs needed to reflect the variety of family conditions and preferences.

The topic of this panel is diversity. The key question is how to assure diversity while maintaining high quality and "cost effective" programs. This trio of intents has not been resolved to anyone's satisfaction. But must it remain so? Can we learn from our previous experience and overcome our particular interests? I hope so. The balancing of values must take place if we are to give children the opportunity to develop into healthy adults.

Child day care has the special characteristic of sharing with parents, the responsibility for the care of a steadily increasing number of our young children. Given a world where single parents and married couples must work to preserve the economic base essential for decent living and self-respect, the government faces the need to identify and implement a public policy that will strengthen the family in our current condition of shared child rearing. It is not an easy task.

Sar Levitan and Karen Alderman in their book, "Child Care and ABC's Too", point to the difficulty of working in the area of concern of this committee when they said, "Since it deals with the foundations of life and bears upon the social fabric, it is not surprising that the provision of child care is clouded by emotionalism, clashes in value systems, and tunnel-vision perspectives. Social concern with parents' care of young children is viewed by some as an invasion of privacy. For others, failure to correct any perceived deficiencies in children's care is equated with lax morality, if not outright crime. The road to hell is paved with good intentions, and in the child-care area, road maps are poorly marked."

Even among those who see government as having a positive role, there are many differing points of view. In hearings conducted by the California Assembly's Human Resources Committee two years ago, the clearest message from parents was they liked the program they knew. In my opinion this simple and understandable fact reflects a personal preference based as much on chance and circumstance as on choice.

How can public policy be modified to improve and widen parental choice. In a world where the power to control one's life is severely circumscribed, how do we reinforce parental power in maintaining their rightful responsibility in the raising of their children. This concern clearly extends far beyond the single program area of child day care. But in its variety of forms child day care can play its part.

The current system of child day care in California is a crazy quilt of types of programs and funding mechanisms. It is a reflection of government's tendency to pass legislation in small uncoordinated increments rather than a comprehensive planned process. It continues to suffer from government indifference. The forces for change are not unified, with leadership as often at odds with each other as joined in the extension of their common commitment--the caring for children.

ALTERNATIVE PAYMENT SYSTEMS

In 1976 Governor Brown signed into law Assembly Bill 3059. Its passage came after two years of discussion between the Governor and child day care proponents in the Legislature, State Department of Education and the providers, users and supporters of child day care. It is an effort to "design effective and economical methods for meeting the future requirements of California families eligible for subsidized care." Specifically the funds are to be used to:

"1) Test potential cost-reducing features and delivery methods on a trial basis in child care programs, and

2) Insure that a broad range of services is available to maximize the opportunity for parental choice."

Three of the ten million dollars were designated for alternative payment systems.

In addition California has just completed a two year pilot study in Santa Clara County using vendor/vouchers. That report will be available shortly.

Clearly the one year experience of the nineteen AB3059 vendor/voucher programs and the uncompleted Pilot Study Report is not sufficient evidence to make a final recommendation on the value of alternative payment systems as a funding mechanism. Nor are we prepared to advance solutions to all the problems raised by this funding method.

Its potential as a process to fund programs should be fully explored. For purposes of focusing discussion on this topic, I would suggest that vendor/voucher is the most effective way to finance the divergent but growing government subsidy of child day care.

The common position for vendor/vouchers is reflected in one of the Policy Statements of the Governor's Advisory Committee on Child Development pursuant to their June 1977 vendor/voucher hearing. "The Committee believes that alternative payments have a place among a complex of funding patterns utilized for subsidizing child care, as these funds are expanded."

Interestingly there is no rational advanced for this position in the draft report.

Because the conversation on this topic is so new, it is difficult for me to sort out attitudes towards alternative payment systems. Specific concerns need to be identified and measured against a universal model alternative payment system.

Just as parents prefer the type of service they know, providers are afraid of a system that will certainly add an element of uncertainty to their budget process--will the parent(s) choose my program? Certainly there remains a common misunderstanding that vendor/vouchers would purchase a unit of service at a rate varying from program to program. Vendor/voucher is seen by direct subsidy (usually 100 percent public funded centers) providers as a device that would undermine their relatively more expensive program.

It seems to me that the serious obstacles to full consideration of alternative payment systems are more political rather than technical. If California procedes on its current course, the child day care picture will be divided along the lines of the entrenched subsidized center and the growing alternative payment systems.

There is a growing understanding of the problems and potential with alternative payment systems. In a draft report on vendor/voucher hearings conducted by the Governor's Advisory Committee on Child Development it is stated that "The Governor's Advisory Committee on Child Development Programs believes that maximizing parental control and parental choice should be a primary policy factor in designing delivery systems for child care."

I see alternative payment systems as a funding mechanism, not as a type of program service. It applies to in home care, family day care and center care both public and private.

It is a way if not the only way to unify the "income disregard" method of financing child day care with those programs receiving direct subsidies. It is a way to make explicit the government's subsidy of middle income families as currently carried out through our system of federal and state tax credits.

During PNSACAPS first year of operation the following example pointed out the inaneness of the current system. A single parent in Sacramento wanted to transfer from "income disregard" to the PNSACAPS program. The advantage being, she did not have to advance the cash payment to the school each month. No other factor changed. If she had made the program transfer, she and her child would have lost their medical card benefits.

Parental choice in a vendor/voucher system is directly tied to the available supply of child day care. Full choice has never been attempted in California although it has been implemented in other parts of the country such as Central Florida. But given the supply at any point, alternative payment systems would allow maximum parental choice within existing constraints.

Vendor/voucher is an immediate and strong tool in making child day care programs responsive to parents in the caring of their children. At the risk of oversimplification, I would side with the uneducated parent over the elitist professional. A responsible caregiver must always recognize the dominance of the parent in this area. Obviously what is needed is that the home and child day care center must work in harmony. Parents do need to be better educated in the difficult task of parenting. A stronger, more sustained commitment on the part of professionals in child day care to parent participation is needed.

At present PNSACAPS is paying 75 schools within 15 days of the completion of service. Our experience indicates to me the potential of computers to consider many more variables in determining rate reimbursements as well as the capacity for a local program to work with a large number of providers is very promising.

Many families will continue to need specialized support services. Some direct service programs already contract with outside agencies for specific services such as a social worker. The Child Development Health Screening Program could be a viable alternative to building medical screening into a child day care program budget. Children will continue to need environments, including staff ratios, appropriate to their need.

Certainly we can improve upon the current rational for varying staff ratios. Currently a Title XX eligible four year old might be in a center with a 1-5, 1-7 or 1-12 adult/child ratio. The distinction is based solely upon the source of the funds for the child day care program. While we have not developed a model to handle all possibilities, I can think of no reason why these dimensions and other problem areas cannot be resolved.

Whether an alternative payment system or the current funding mechanism is used, there remains a major concern for the gross depressed condition of wages in the field of child day care. I see this sad state of affairs continuing until a solution is found within the rate setting mechanism of the expanding public subsidy of child day care. This needed improvement would be enhanced if the personnel in the service delivery mechanism were not isolated and divided into program types.

RESOURCE AND REFERRAL

I want to briefly discuss Resource and Referral as a necessary adjunct to an alternative payment system. This activity provides the parent with the tools necessary to make choices. Resource and Referral is a means to identify and describe existing programs. Resource and Referral systems can be devised to keep track of vacancies and could even keep central waiting lists for eligible children. Many programs have printed brochures identifying criteria for a good child day care program. As part of their consumer orientation many programs conduct sessions on child development as well as providing individual counseling for parents.

In 1974 two state agencies stated the need for immediate child day care slots. One was for 200,000 and the other was for 26,000. The difference is significant. Both were based upon surveys. In my opinion neither had merit. The sad truth is--we don't know. We have no master plan for the development of new programs and few valid statistics to guide the formulation of a master plan. A statewide Resource and Referral network relying upon actual inquiries for service is the soundest approach to the desperate need for developing planning estimates.

A long range value of Resource and Referral agencies is the improvement of program quality. They not only equip the parent with the tools to insist upon program quality directly, but also are a mechanism to support programs with technical assistance. This technical assistance can range from joint sharing of toys to workshops on how to work with parents.

REGULATION

Regulation is the third topic to which I wish to address some remarks. Its current condition in California is so bad it is difficult to know where to start. I know of no one who is even halfway pleased with our current situation which might most charitably be called one of total disarray. We have been waiting three years under two administrations for the development of regulations under the Community Care Facility Act of 1973. Counties have increasingly been turning back to the state the function of the licensing of family day care homes. In a meeting I recently attended in San Mateo County, they indicated that providers have been waiting over a year for their license. The Governor seems to not believe in the regulation of child day care. The legislature in recent years has been forced to pass special emergency legislation to appropriate necessary funds for the center licensing function. The last two years have seen a continual change in leadership within the Department of Health for this activity and a continual introduction of new drafts of proposed regulations.

As mentioned earlier we currently have three separate sets of regulations for group centers and have not solved any of the problems present when the Community Care Facilities Act was passed.

I believe the situation is so chaotic that we would be better to start with a new law. That law should follow the recommendation of the Governor's Advisory Committee on Child Development that believes "that licensing and regulatory standards should be the same across all program types and enforced equally among types of care however funded and of whatever program description."

The system should be one that maximizes the ability of parents to participate directly in the regulatory system. It seems foolish to continue a process of licensing family day care homes when we know that 80 to 90 percent of them remain outside the system. I would hope that California will again examine some form of registration similar to what has been tried successfully in Michigan and Texas as a means of bringing the bulk of this type of provider into the regulatory system.

CONCLUSION

The issues I have raised today must all be viewed in the context of supporting a diverse and high quality service network. If we can establish a framework within which that varied service delivery can take place, we can move foward toward providing a system of child day care to all children that need it at a price that all parents can afford.

The task that you have in sifting the multitude of perspectives on this highly personal issue is immense. I would not support an alternative payment system of financing, unless we have both a support system which is available through Resource and Referral Agencies as well as an improved regulatory function.

As you develop the next comprehensive Child Development Act based upon previous experience and the current testimony, I would urge you and the Committee to remember the adage that many great tasks are lost when people attempt to bridge a chasm in two steps. We need thoughtful planning and coordinated legislation at the federal, state and local level.

Respectfully submitted,

Edwin Warren

Edwin Warren
Program Coordinator

EW/ar

Senator CRANSTON. We appreciate very much the testimony from each of you. Sam, I suggest we proceed this way. I will ask just one or two questions of each witness and if you want to follow up and ask that witness a question at that time or later, you may do so. You may want to address one to the whole panel.

First, Louise Sweeney, I wanted to ask you this question. As a consumer of both center care and family day care you clearly have found something in each system that perhaps suits some different need. What led you to choose center care for two of your children and family care for one of them?

Ms. SWEENEY. First of all, what is available; and second, my 3-year-old was previously also in a family day care home and I felt, as he was getting older, he needed to have more structured situations, for one thing. Also, again, I had the opportunity to get subsidized care in the center.

I think even if there were a center available for the baby, I would still want to have him in a small home because he is little and I like the atmosphere in the home much better for him, whereas my other ones, the bigger ones, need to have lots of things available for them to do. They are there for 10 hours a day and they need to have a variety of experiences available to them.

They have field trips twice a week so they do not have to stay in the same place all day every day, I think that having the variety of experiences is what is important in terms of having them in the center.

Senator CRANSTON. Thank you very much.

I would like to ask Ruth Yee this question. You have mentioned that the parents are active participants in your program, and there is a general view that parent participation is very helpful. Do you have any methods you follow or suggestions to make about ways to promote family involvement?

Ms. YEE. I think the only way that you can promote family involvement is to work closely with the parents and have the attitude that parents are part of the leadership of the child care centers.

What we have been doing, other than seeing the parents once a month at a meeting, is to really try to see them as often as we can. We talk to them through informal discussions and at the parent meetings or parent observation programs. We solicit their ideas on how and which way they think the center should run. Then we come together once a month and the parents will be able to verbalize their ideas.

Senator CRANSTON. Thank you very much.

I would like to ask Ruby Brunson a couple of questions.

First, do you think some type of training is either necessary or useful for family day care providers and, if so, what sort of training?

Ms. BRUNSON. Well, I feel that training should be available. It should be there for those who want training. I don't feel that it is necessary for all family day care providers, but I really feel that it should be made available, it should be free of cost and easy for the family day care provider to obtain. We would have more day care providers going into training if it was easy for them to get to, but after all the day care providers do work 10 to 11 hours a day. We have quite a few day care operators that will go out there after they get through with these hours and do weekend classes. Like I said, I believe that it should be available, but not mandatory.

Senator CRANSTON. Some communities are developing resource centers to provide support services for family day care homes. Do you believe that those programs are needed and useful and, if so, what sort of services do you think are most helpful?

Ms. BRUNSON. Well, a lot of times family day care providers are in home all day. It is an isolated job. Some kind of way should be figured out that they can get out and get together. Some of the resource centers are trying to get us respite workers, trying to obtain benefits for us. It is a hard thing for a day care provider when they need to go into the hospital or they are afraid to get sick. Sometimes I wonder how do the day care providers keep from getting sick because they don't have anyone to take over for them. Through some of the resource centers they are finding ways to get us respite workers, trying to find insurance for us. We should have disability insurance, unemployment benefits, and some of the other fringe benefits that jobs have, the health insurance. I don't quite know what the answer is, but these are the things that maybe we should be looking into, attending meetings and bringing back reports to us on what is going on inside. I have been able to do it because I have help, but a lot of the operators don't have the help or the time to get out there and do it. They have the toy lending library. This has been a great help to us.

One of the places even has a place where you can take the kids in, but that is just one resource place. There should be places in each area where an operator can take the children in, leave them there while she has a dental appointment or a doctor's appointment, things like that, supportive services.

Senator CRANSTON. Thank you very much.

Mr. Warren, you have testified that the vendor/voucher system encourages parental choice. Some people have distinguished between parental choice and parental control. Do you think that the vendor/voucher program encourages more parental control and, if so, what ways does it do so?

Mr. WARREN. I believe that it provides for both control and choice. Obviously the first step within control is that you do, in fact, have a choice. I mean, if they don't like what they are receiving, they can choose to go somewhere else. That would tend to make programs responsive to the persons that they were serving. I think that the issue of parental involvement in programs, both where you have centers as well as family day care homes, needs to be strengthened. I think vendor/voucher is one way of coming at that, although it is not the last task that needs to be done.

Senator CRANSTON. Thank you very much. Sam?

Senator HAYAKAWA. Yes. I have a question.

There is only one question I want to ask. What does the word "respite" mean in your technical vocabulary of child care?

Ms. BRUNSON. There are two types of respite workers that I know of at this particular time. One is the respite workers that the agency has that a family day care provider can take the children into the office and they have a space available and they can leave them there while they—their respite workers will take care of the children and the day care operator goes off to her appointment and comes back and picks up the children and takes them home.

Senator HAYAKAWA. Respite from what?

Ms. BRUNSON. Well, the family day care operator needs respite. After working 10 to 11 hours anyone would need respite.

Senator HAYAKAWA. So a respite worker is sort of a pinch-hitter?

Ms. BRUNSON. Right. Also, relief worker. Also, there will be respite workers that will go into the home and relieve the operator while she goes to these appointments.

Senator HAYAKAWA. Thank you.

Senator CRANSTON. Thank you very much. You have been most helpful.

We will now proceed to the next group on diversity in child care delivery systems, with the following witnesses: Norton Grubb, childhood and government project, University of California, Berkeley; Larmon Buckner, Hayward Unified School District, Hayward; and Irene Kudarauskas, Tenderloin Child Care Center, San Francisco.

You may proceed in whatever way and order you wish. Again, please hold your statement to the high points. Your full statement will go into the record.

STATEMENT OF W. NORTON GRUBB, ECONOMIST, CHILDHOOD AND GOVERNMENT PROJECT, UNIVERSITY OF CALIFORNIA, BERKELEY

Mr. GRUBB. Senator Cranston, Senator Hayakawa, I speak as a father of a 3-year-old who has been in family day care since she was 4½ months old. I also have a professional interest in child care. I am an economist at the University of California, Berkeley. One of my interests has been child care as it has developed over the past several years. Finally, I am a member of the Governor's advisory committee on the child development programs, an advisory committee to Governor Brown, although I speak as an individual today and not as a representative of that committee.

Despite the large amount of Federal money that you cited at the beginning, Senator Cranston, as being spent on child care, Federal policy over the past decade has been chaotic. There is, I think, a simple reason for this: Although the Government has been in the business of supporting the family and is now being asked to do more to support the family, the concept of the family which has always been embedded in Federal policy has been one in which the man works, the woman does not work, and children are cared for in their own homes. But child care by definition presents a different image of the family, in which children are taken care of outside their homes and in which women are likely to work. Because of the difference between the usual concept of the nuclear family and the one that is embodied in child care, child care has been provided by the Federal Government only in periods of crisis such as the depression or World War II, or as a way of addressing some serious social problems, like the need to have women on welfare return to work or the need to deal with the school problems of some children.

The result of linking Federal involvement to these crisis situations or to serious social problems has been disastrous for child care. It has meant that funding has been stingy, that child care has been linked to problem-ridden situations, and it has led to the current chaotic situation. I hope that you can correct this in the course of developing new legislation. This kind of chaos in child care has become particularly intolerable as more and more women have gone to work, and as more of them find that they need child care.

At the same time that women have increasingly gone to work and there has been more need for child care, I think you are well aware that there has been a backlash against child care, a distrust of child care. In particular, this was expressed in a very vicious campaign against the Mondale-Brademas bill, which I am sure you are familiar with. I think this feeling has to be taken seriously.

Senator **Cranston**. What is the reason for that backlash?

Mr. **Grubb**. The reason has to do with the fear, which I consider to be valid, that children will be reared by the Government. That phrase actually comes from the flier that was sent around the country, and reflects the fear that Federal intervention in child care would amount to rearing of children by the Government.

Now, historically it has been true that once the Government has taken over certain functions from families, families have had a hard time getting those functions back. I think the schools are a good example of that. Families lost control over education in the 1830's, 1840's and 1850's, and they have since found it rather difficult to exert any control over the school system itself.

It seems to me that there are two different things that need to be done in order to assure people in general, and parents in particular, that Federal involvement will not mean "rearing children by the Government". The first is that control of child care should be democratic. That means, in the first instance, parent control. That means, to me, parent control on a local level rather than having parents exert control through their congressional representatives or, as some school officials would have it, through school boards. I find that inadequate. I think it important that a framework be established and mandated in Federal legislation that would allow parents and providers to discuss policies and practices at the level of the child care facility, and would allow in the final analysis control to be in the hands of parents and providers rather in the hands of State, Federal, or local bureaucrats.

The second thing that I think is necessary in order to assure that children won't be "reared by the Government" is diversity. Diversity, as Ed Warren indicated, would strengthen parent control, since if parents don't like a center, they can go elsewhere. Diversity would also allow child care to fit the needs of individual children and parents, rather than to assume that they can all fit into a certain mold. Only if there is diversity will parents and children have a sense of child care fitting their needs, rather than their fitting the needs of bureaucratic institutions.

There are two lessons about diversity that the country can learn from California. Unlike most States, the system of subsidized child care in this State includes a wide variety of child care. You will hear about most of these kinds of child care in the course of the morning; they include public-school-based care, child care sponsored by community groups, campus child care, migrant child care, resource and referral agencies. The point is that a State can sponsor a great variety of child care programs.

The second lesson from the California experience is something about diversity of sponsorship. Diversity of child care to me implies that the sponsors of child care must themselves be diverse. This is in great contrast to the pressure that the American Federation of Teachers and other school groups have exerted to have child care controlled only through the public schools. The position of the AFT and others has been rather controversial, as you know, and has led to a great deal of criticism. We have in California a situation which allows us to make some statements about what public school control of child care would look like since the Children's Centers in this State have sponsored child care under public school control ever since World War II.

Appended to my testimony is a rather lengthy article from School Review, November 1977, in which I have analyzed the Children's Centers, their history, and their current status. I hope you will take note of that. Based on the California experience, I would recommend that child care not be given to the public schools as prime sponsors or, as a matter of fact, to any other institution as prime sponsors. Based on the California experience, I expect public school control would cause parent involvement in child care to be rather minimal, compared to other kinds of sponsorship. I expect that public school control would decrease rather than increase the diversity of child care programs. I would expect the flexibility of school-based programs with respect to time schedules and specific facilities to be rather limited. The kinds of inflexibility and bureaucratic procedures that we see in the schools mean that school control would be dangerous to the development of child care. In the interests of diversity, I would contend that limiting control to any single sponsor would not be in the best interest of the child care.

Thank you.

Senator CRANSTON. Thank you very much.

[The prepared statement of Mr. Grubb and the article referred to follow:]

Testimony Before the Senate Subcommittee
On Child and Human Development
Concerning Child Care and Child Development Programs

San Francisco, November 25, 1977

W. Norton Grubb

I am the father of a three-and-a-half year old who has been in family day care since she was four-and-a-half months old. I also have a professional interest in child care: I am an economist at the Childhood and Government Project of the University of California at Berkeley. This Project has been investigating, among other matters, governmental policies towards families and children, and child care has been among my special responsibilities and interests. Finally, I am a member of Governor Brown's Advisory Committee on Child Development Programs and as part of that committee I participate in examining child care programs in this state and formulating more appropriate policies. However, this testimony is my own, and does not necessarily reflect the position of the Governor's Advisory Committee.

Federal child care policy over the past few decades has been unsystematic and chaotic. One study in 1970 counted over 200 federal programs providing for young children in one form or another. Since then the only way in which the federal government has attempted to deal with the chaos is by throwing up its hands and turning back decision-making responsibilities to the states through Title XX and to individual parents through the income tax credit for child care. Federal standards—the Federal Interagency Day Care Requirements—have been suspended, and the process of formulating new regulations is far from completion. Indeed, there have been indicators that the federal government may abandon FIDCR entirely and—as with Title XX—return the responsibility for day care standards back to individual states. There have been no unified or coherent principles guiding federal efforts.

Why is this? I think the reason is a simple one that we usually refuse to face. Governments at all levels, but especially the federal government, have long been in the business of "supporting the family." In fact, pressure is now mounting on the federal government to do more to "support the family", since there is widespread sentiment that families are experiencing especially difficult times. The problem is that the conventional notion of "the family" as espoused by the federal government has always involved a husband working, a wife at home, and young children cared for in their homes. But child care by definition presents a different image of the family, one where the mother works and children are cared for some of the time outside the home. Because of this difference, the federal government has historically participated in child care only in periods of crisis or in response to very serious social problems.

For example, the federal government set up child care as part of the Works Progress Administration during the Great Depression, because the need to employ teachers was so severe and because families were in such desperate situations. The creation of day care centers during World War II was similarly a response to a crisis situation, the necessity for women to work as part of the war effort; but funding under the Lanham Act stopped abruptly when the war ended and "normal" times resumed. The federal monies earmarked for childcare in the mid-1960's by and large supported efforts to get families off the welfare rolls—a grudging admission that working might be all right for women on welfare though not for others. Head Start and "developmental" day care have also been presented as solutions to a special "problem", in this case the poor performance of some children in school.

The result of linking federal involvement in child care to national crises or to special problems has been disastrous. Not only has federal policy been chaotic, but funding has also been stingy because of our national reluctance to condone arrangements for taking care of children outside their own homes. Child care has been used to further goals unrelated to the welfare of children, and it has become associated with special "problems".

More and more women with young children have been going to work, either through sheer necessity or because of the desire to live more complex and well-rounded lives. As this has happened, the lack of coherent child care policies, the shortage of child care places and the stinginess of federal funding, and the association of child care with "problems" have become intolerable. We need more child care, some semblance of order in child care policy, and an end to the suspicion that child care is somehow abnormal or inconsistent with our image of the family. Not until we accept the idea that child care is good for children, and a legitimate alternative to raising them within the home (with some distinct advantages) rather than a necessary evil or a poor substitute for child-rearing within the nuclear family, will a decent federal policy towards children be possible. Both as a father, and as an historian, I urge that these ideas be made the basis of federal policy and legislation. This is the only way in which to develop a coherent and fair child care policy which can be truly supportive of parents and children.

At the same time that more and more women with children have become employed and pressed their demands for child care, there has been strident opposition to increased federal funding. Obviously, strong emotions were behind an anonymous smear campaign that was waged last year against the Mondale-Brademas bill. I think we have to take some of this campaign seriously rather than dismissing it as the work of a lunatic fringe. While most of the charges made in the anonymous flyer were false and vicious, the charge of "rearing children by the government" reflects a fear which I consider to be historically valid. After all, during the past one hundred and fifty years, families have lost many of their child-rearing roles to other institutions: they no longer provide health care or security for other family members in old age or during hard times, and with the expansion of schools and television they are no longer as powerful in educating their children as they once were. The public schools exemplify how, once parents lose control of some aspect of child-rearing to government institutions, they have found it practically impossible to get that control back. The fear that the same thing could happen in governmentally provided child care is a real one, even to people like me who support child care and the need for federal funding.

There are two conditions which I think are necessary to prevent federal subsidization of child care from degenerating into "rearing children by the government." The first is that control of child care should be democratic. This means that there must be mechanisms whereby parents using child care can individually and collectively control the child care they use. Their control must be exercised not in some distant way—such as influencing congressional representatives, or (as the public schools would have it) exerting pressure on school boards—but rather through direct and participatory control in the child care facilities they use, as well as in the local, state, and federal organizations which govern and regulate child care. Democratic and parental control must encompass all aspects of the care provided, like conceptions of quality, the purposes of child care, the kinds of activities stressed, and standards established for child care workers. If these critical aspects of child care are dictated from Washington, then we will indeed find ourselves "rearing children by the government."

Now the concept of parent control is a tricky one and should itself be influenced by parents. After all, some parents will have neither the time nor the energy to participate actively, while in other situations groups of parents may insist upon active participation as a condition of joining a child care facility. The mechanisms necessary to insure parent control are not well developed, and need to be carefully considered: in a large center a decision-making council with parent representation may be necessary while that would be inappropriate and unwieldy for family day care and even small centers. Also, parent control does not imply that child-care workers have no voice. But it does imply that a framework must be established where parents and care-givers can discuss and negotiate over policies and practices, where policies are developed openly and democratically, and where in the final analysis control is in the hands of parents and providers, rather than bureaucrats at either the federal, state, or local levels.

The second condition which is necessary to develop a sound federal program is diversity in the kinds of child care available. Diversity would help strengthen parent control, since if parents don't like a particular child care facility, or a particular kind of facility, they will be able to find one more suited to their needs elsewhere in their community. Children themselves are incredibly diverse in their personalities, their developmental needs, and their preferences, and it is foolish to think that one kind of child care can fit them all. Parents are just as diverse in their desires and needs, and in their goals for child care; some want cognitive development to be stressed while others care only about social development, for example. Parents also differ in their hours and conditions of work, and in the time and resources they have for participation in child care. Only if there is sufficient diversity will parents and children have a sense of child care resources fitting their needs, rather than being forced themselves to fit into the needs of government bureaucracies. Finally, diversity creates a situation in which it is possible to compare different kinds of child care, as a way of checking the disadvantages of one particular kind and expanding its advantages relative to other kinds.

Diversity implies, then, that there should be family day care as well as centers; in-home care for those situations which can only be handled that way; care for infants and after-school care as well as care for 2-5 year olds; migrant care, campus child care, child care specifically tailored to rural areas as well as urban ones; child care for handicapped children and work-site care. It implies that child care should be provided by public agencies as well as by private agencies, community groups, and parent groups. Diversity implies, therefore, that the sponsors of child care should themselves be diverse, rather than giving control to a single institution as the American Federation of Teachers and other school groups have demanded.

In fact, one of the two important lessons which the federal government can learn from California's experience with child care is that it is possible to create diversity in publicly-subsidized child care. The California State Department of Education supports a wide variety of child care programs: the Children's Centers, run by local school districts, with local tax revenues in addition to state and federal revenues; programs run by community-based organizations, including religious groups, ethnic groups and proprietary groups; migrant child care; and child care centers on campuses. More recently there have been specific programs to fund family day care, information and referral programs, some kinds of voucher systems, and some of the capital costs involved in setting up child care facilities.

There remain, of course, difficulties and inconsistencies in California's child care system. For example the bureaucratic procedures and paperwork required by the state create special barriers for small groups and for community-based groups providing child care. But compared to most other states, California's system displays great diversity, and shows that it is possible for a state agency—even a state agency which has had a long attachment to school-based child care as has been true of the State Department of Education since World War II—to manage a highly differentiated system of child care.

The second lesson from the extensive California experience concerns the major issue of who will control child care. The American Federation of Teachers and other school-based groups seek to have child care placed under the control of the public schools. This position has been controversial, needless to say, and has been attacked by a variety of individuals who argue that, given the values and insensitivites of the public schools, it makes no sense to entrust them with additional responsibilities in such a sensitive area. However, there exists in California a situation which allows us to make empirical rather than rhetorical statements about the direction which child care would take under public school control.

In the Children's Centers, school districts in California have sponsored child care since World War II. The arguments I have made about public school control based on the Children's Centers are lengthy and complex. They are contained in an article published in this month's issue of School Review, appended to this testimony. (I also commend to your attention a companion article in this same issue of School Review, entitled "Should the Public Schools be Entrusted with Preschool Education: A Critique of the AFT Proposals", by Erna Fishhaut and Donald Pastor.) The California Children's Centers on the whole provide care of relatively high quality. But what is more important are the changes which have taken place in the Children's Centers, particularly during the past decade. Even with their long history, and the unique conditions which fostered their early independence in the 1940's and 1950's, the Children's Centers have been rapidly coming under the influence of the elementary schools. They have become increasingly suffused with the values and norms of the elementary grades, and have been losing the autonomy which would allow them to develop methods and goals very different from the schools.

Based on the California experience, I expect that child care sponsored by the public schools would tend to promote cognitive goals within child care, in preparation for the elementary grades, rather than other kinds of goals. In all likelihood, curriculum planning and testing would be developed to support cognitive goals, as has already happened in some of the Children's Centers. Public school control would inflate the educational credentials required for child-care positions and, unless specific steps were taken, would probably stress the kind of preparation typical of elementary teachers rather than that emphasized in early childhood programs. Even now, several school districts in the state are using their Children's Centers to provide jobs for surplus elementary teachers, thereby bringing into centers individuals who have neither an interest in young children, nor experience and training relevant to child care. Moreover, inflating credential levels serves to inflate the costs of child care, and to exclude from child care positions those individuals who are unwilling or unable to stay through an extensive college program. In a community like San Francisco, with a variety of ethnic groups and non-English speaking populations, this is a serious problem; there has proved to be a shortage of bilingual childcare workers, for example, and the credential requirements of the Children's Centers are partly to blame.

Based on the California experience I would expect parent involvement in child care under public school control to be minimal. This has been the case with public schools generally, and of Children's Centers as well. I also suspect that public school control would decrease rather than expand the diversity of child care programs. Part of this is due to a preference evident in the Children's Centers for center-based care rather than family day care and in-home care, and a clear emphasis on cognitive goals. I anticipate that public school control would also limit the flexibility of child care in terms of time schedules and choice among specific facilities. After all, the hours when elementary schools are open are fixed and rigid, and the common practice of assigning students to specific schools is essentially replicated in the Children's Centers now. The inflexibility and bureaucratic ridigity of the public schools presents an especially horrible prospect for child care. I would contend, however, that limiting the control of child care to *any* one institutions would limit the variety and flexibility of child care.

One implication for the development of a federal child care program is clear: in the interests of parental involvement and diversity, federal legislation should not give sole control of child care to the public schools, or to any other single institution.

Obviously, there remain a large number of issues which must be resolved before federal child care policy can become coherent, fair, and supportive of children and parents. In some cases, such as the problem of insuring diversity, there are valuable experiences in the more progressive states like California which can provide a guide for federal legislation. For other issues, like that of democratic and parent control, practices and procedures must be developed almost from scratch. Finally, and most importantly, a comprehensive federal policy will require a revision of our collective attitudes, abandoning the association of child care with national crises and social problems in favor of a view of child care as a normal alternative to child-rearing within the family. These will be difficult tasks, but if we are to develop coherent federal policies and legislation we have no choice but to face them squarely.

(Appended to this testimony is a copy of "Child Care, Government Financing, and the Public Schools: Lessons from the California Children's Centers", an article by W. Norton Grubb and Marvin Lazerson from School Review, November 1977.)

Senator CRANSTON. Now we will hear from Mrs. Buckner.

STATEMENT OF LARMON BUCKNER, SUPERVISOR, PEIXOTO CHILDREN'S CENTER, HAYWARD, CALIF. ACCOMPANIED BY ECRETTIA MILES, PARENT

Mrs. BUCKNER. I am Larmon Buckner, supervisor of the Children's Center in Hayward, which is a part of Hayward Unified School District.

I would also like to introduce you to Ecrettia Miles, a parent, and a member of our parent advisory board, who is accompanying me today.

Senator CRANSTON. Thank you. We are glad you came along.

Mrs. BUCKNER. We would like to express our concerns regarding the need for comprehensive, quality child care programs for children from infancy through the early childhood years. Parents should be able to have quality child care for all of the young children in their family. The child development programs in Hayward, which are a part of the school district, offer this type of comprehensive program for low-income families in the southern Alameda County area. However, we are the only program in the area to offer service to families with infants through third grade children. There are 400 families on our waiting list. Attached to my testimony are details of our waiting list.

We are Federally and State funded with also some local tax district money, which provides us with the ability to have quality staff that have adequate salaries.

I would like to address the criticism of having child care in public schools and say that our district is an example of it being both quality, comprehensive, and available. I don't think that we are an exception.

Parents have expressed special concerns for child care for school age children in kindergarten through third grade. Young children in this age group need quality programs staffed with professionals to plan for their particular developmental levels. Schoolage child care is not a repeat of the public school classroom, rather it is an extension of the child's learning and development. The Children's Center environment more closely resembles the home environment, than the public school environment. The Children's Center teachers and the elementary teachers maintain close communication with shared goals and plans for the children. Out of the 400 families that are on our waiting list, 119 are for schoolage positions.

The child care programs that we operate also include satellite family day care homes. We serve 50 children in these homes. They, too, have an extensive waiting list. Our family day care providers come in to one of the centers for training one-half day a week. Our programs also serve as field placement sites for students in the local high school, from our local community college, as well as nursing and early childhood students from the local State university, Cal State at Hayward, and an interdisciplinary team, including a social worker, a public health worker, and an education graduate student from U.C.-Berkeley. Our child development programs are comprehensive. We do quite a lot of things for children and families. We also operate a State preschool program. You can see the diversity that one program can offer.

At this point, we would like to emphasize the schoolage child care because this is such a needed area in our area and in many areas, as you can see from Ms. Sweeney who testified this morning.

Schoolage child care is much more than babysitting. We do not want schoolage child care to be considered custodial care for older children. All the component services to children and family are necessary. In my testimony, I have listed all of the things, and I am sure there are many more, such as developmental assessments, needed supportive services of psychology, health, speech, social worker, and many others.

One of the ones that I think we must mention is parent activities. Our parent education and parent support groups are very vital to our programs, especially to schoolage parents. We need to stress that a parent advisory board, and we do have a member here, is most important. Many of the parents when I ask them what they would like me to include in the testimony stressed that they wanted to be involved and are committed to helping plan policy, program and development of the program. We feel this is very important. We support Norton's statements on parent involvement.

We also provide services for children with handicapped conditions and special needs, as we have children from protective services as the No. 1 category for enrollment. These children are most often given immediate service.

Schoolage child care programs give positive reinforcement to the elementary child and enhance his school experience. We have often found that our children do better in school than children who were not in the children's centers, and also get more out of their school and like school better. We provide a nice environment, a homelike environment to do homework and development of academic skills, as well as socializing. We offer many kinds of interest activities. The purpose of including this is so that you see that our environment is very rich and well rounded, as well as stimulating.

We must stress that the staff and the program, the curriculum, must be respectful of the cultural diversity of the children that you serve in your community. In summary, working parents, parents who are students, parents who are in training programs, desperately need comprehensive child care services for all of their children, including the children who are in the kindergarten through third grades age range.

Schoolchildren in this age range are much too young to be left unattended. I am sure you are familiar with many of the current child molesting cases that happen with children in this age group.

Senator CRANSTON. Thank you. Now we will hear from Mrs. Miles.

Mrs. MILES. My name is Ecrettia Miles. I am a member of the parent advisory board at the Peixoto Center.

I am a single parent and I have three children ages 5 and 5 and 3.

One of the things that I would like to stress is the need to have all the children in the same center. There are many parents whose children are separated in various centers. To have all the children in the same center will give a homelike environment to them.

Senator CRANSTON. Thank you.

[The prepared statement of Mrs. Buckner follows:]

HAYWARD UNIFIED SCHOOL DISTRICT
HAYWARD, CALIFORNIA

INTER-OFFICE COMMUNICATION

TO: Sen. Alan Cranston, Chairman
Subcommittee on Child and Human Development

DATE: Nov. 21, 1977

FROM: Larmon Buckner, Supervisor
Peixoto Children's Center

SUBJECT: Diversity in Child Care Delivery Systems

We would like to express our concerns regarding the need for comprehensive, quality child care programs for children from infancy through the Early Childhood years. Parents should be able to have quality child care for all of the young children in their family. The Child Development Programs in Hayward Unified School District offer this type of comprehensive program for low-income families in the Southern Alameda County Area. However, we are the only program in the area to offer this service to families with infants through 3rd grade children. There are 400 families on our waiting lists. (See Attached)

Parents have expressed an especial concern for child care for their school age children in kindergarten through 3rd grades. Young children in this age group need quality programs staffed with professionals to plan for their developmental level. School-Age child care is not a repeat of the public school classroom, rather an extension of the child's learning and development. The Children's Center environment more closely resembles the home environment. The Children's Center Teacher and the Elementary Teacher maintain close communication with shared goals and plans for the children. Of the 400 families on the waiting list, 119 are for school-age openings.

The child care programs operated under the Child Development Program include the Children Centers serving 350 children and the Satellite Day Care Homes serving 60 children. These programs serve as field training sites.

HAYWARD UNIFIED SCHOOL DISTRICT
HAYWARD, CALIFORNIA

INTER-OFFICE COMMUNICATION

TO: Sen. Alan Cranston, Chairman
Subcommittee on Child and Human Development
DATE: Nov. 21, 1977

FROM: Larmon Buckner, Supervisor
Peixoto Children's Center

SUBJECT: Diversity in Child Care Delivery Systems

Page 2

for early childhood students from the local high schools and Chabot Community College. The centers are also field placement sites for nursing students and ECE students from California State University, Hayward, and an interdisciplinary team of social workers, public health and education graduates of the University of California, Berkeley. The Child Development Program also encompasses the State Preschool Program which serves 120 children.

At this point, we would like to emphasize that school-age child care is and should be much more than just custodial care. School-age child care is much more than babysitting older kids. All of the component services to children and familes are necessary, namely:

Developmental assessments that are coordinated with the elementary school teachers and support staff.

Trained professionals to provide needed psychological, health, social and speech services.

Continuity and coordination of services thru a designated staff person including other community agencies. (Hayward employed a parent-community teacher for this purpose.)

Comprehensive educational program reflective of individual needs.

Warm, home-like environment for children to grow and develop and learn.

Nutritious meals and snacks.

Parent education and activities.

Parent support groups.

HAYWARD UNIFIED SCHOOL DISTRICT
HAYWARD CALIFORNIA

INTER-OFFICE COMMUNICATION

TO: Sen. Alan Cranston, Chairman
Subcommittee on Child and Human Development

DATE: Nov. 21, 1977

FROM: Larmon Buckner, Supervisor
Peixoto Children's Center

SUBJECT: Diversity in Child Care Delivery Systems

Page 3

Parent advisory board to give input into program development and operation.

Provision for handicapped children.

Provision for working with special need children and families, such as child protective referrals.

School age child care programs give positive reinforcement to the elementary school experience by providing an additional place where children can develop their skills, do homework and socialize with their friends. The environment in these classrooms should be relaxed and cognitively stimulating. Our center offers many interest group activities such as drama club, science club, creative dance, etc. The staff and program in school-age child care settings need to be respectful of the cultural diversity in the community.

In summary, working parents, parents who are students or in vocational training programs desperately need comprehensive child care services for all of their young children, including their children who are in Kindergarten through third grade. School-age children in those grades are much too young to be left unattended.

Larmon Buckn er, Supervisor
Ecrettia Miles, Chairman
Parent Advisory Board
Peixoto Children's Center

HAYWARD UNIFIED SCHOOL DISTRICT
HAYWARD, CALIFORNIA

INTER-OFFICE COMMUNICATION

TO: Larmon Bucker, Supervisor, Peixoto C.C. **DATE:** November 21, 1977

FROM: Tillie Perkins, Eligibility Clerk

SUBJECT: Statistics for Helen Turner and Laurel Chiliren's Centers. In reference to Senate Hearing, Senator Cranston, San Francisco Federal Bldg, November 25, 1977.

HELEN TURNER C.C. - Top enrollment is 160, present enrollment as of 11/21/77 is 157.

Age: 0-2 - 16
2-3 - 15
3-5 - 65
5-9 - 61 (school age)
Of these the following are handicapped in varient degrees:

LAUREL C.C. - Top enrollment is 40, present enrollment as of 11/21/77 is 33.

Age: All children are school age. Of these the following are handicapped in varient degrees: 21 children.

WAITING LIST: There are 242 families on my waiting list. 169 are single parents, and 73 are two-parent families.

One-Parent Family

Age: 0-2 - 57
2-3 - 31
3-5 - 67
K-3rd - 71(school age)

Two-Parent Family

Age: 0-2 - 32
2-3 - 15
3-5 - 32
K-3rd - 13 (school age)

TP

cc: C. Stuckey
H. Nicolini

HAYWARD UNIFIED SCHOOL DISTRICT
HAYWARD, CALIFORNIA

INTER-OFFICE COMMUNICATION

TO: Larmon Buckner, Supervisor
Carolyn Stuckey, Director

DATE: November 17, 1977

FROM: Frances Williams, Elig. Clerk

SUBJECT: Statistics for Peixoto C.C. and the Day Care Homes

Waiting list for Peixoto and Day Care Homes (combined)

There are:

85 = 1-parent families waiting
32 = 2-parent families waiting
117 = Total

in the following age groups:

52 = infant ages up to age 2.
21 = toddlers (2 yrs to 3 yrs).
57 = preschool (3 yrs to 5 yrs).
30 = School age (grades K thru 3rd).
160 = Total

Present enrollments (as of 11-17-77).

PEIXOTO C.C. (Top enrollment will be 150)

Presently enrolled, or processed for entry in next few days as to age groups: = 146

16 = infant ages up to age 2.
17 = toddlers (2 yrs to 3 yrs).
66 = preschool (3 yrs to 5 yrs).
47 = School Age (grades K thru 1st only).
146

of these, the following numbers are handicapped in varying degrees:

32 = Medical/Physical
2 = Other/Special Counseling

SATELLITE DAY CARE HOMES (10 separate homes)

2 = infants (under age 2 yrs)
9 = toddlers (ages 2 to 3 yrs)
27 = preschool (ages 3 to 5 yrs)
5 = School Age (grades K thru 1st)
43 = Total

of these, the following numbers are handicapped in varying degrees:

4 = Physical/Special

FW

A-6-25

Senator CRANSTON. Now we will hear from Ms. Kudarauskas.

STATEMENT OF IRENE KUDARAUSKAS, TENDERLOIN CHILD CARE CENTER, SAN FRANCISCO

Ms. KUDARAUSKAS. My name is Irene Kudarauskas. I will be speaking on the drop-in crisis care.

The Tenderloin Child Care Center or TLC is a drop-in center for children from infancy to 9 years of age, which provides emergency child care, crisis intervention services, and respite care to families of the Tenderloin. The relatively small geographical area served by the center is representative of the inner-city ghettos found in most large cities. The residents are the poorest of the poor. Most of them are dependent upon one public welfare program or another. There is a large number of aged, handicapped and mentally ill. Many of them are people without roots anywhere, that increasing number of the population known as "the mobile poor."

In the past few years, another population group moved into the Tenderloin, families with small children. Almost all are dependent upon Aid to Families with Dependent Children, and probably 75 percent of these are headed by single parents, most of them women. Among their numbers in the Tenderloin are recent immigrants from Spanish-speaking countries, refugees from Southeast Asia, Koreans, and East Indians seeking employment in hotels and other service industries.

They have come to the Tenderloin because they find a degree of acceptance here. Rents are lower than in other parts of the city, children are "allowed," and the location provides a certain atmosphere of anonymity and self-containment.

All of the above factors were considered by the Travelers Aid Society of San Francisco as they sought funding to develop a child care resource within a 37-block area that included no facilities for children. City records show an estimated population of some 800 children below the age of 18 and other records indicated the Tenderloin had higher than the usual rates of child abuse and neglect, juvenile delinquency and crime.

To the best of our knowledge, no other child care program in the country was designed to serve this population with the purposes we have identified as top priorities.

These objectives were, and continue to be: To provide quality child care to children of mobile families and to those living in the Tenderloin area of San Francisco as a support service to parents, as a means of strengthening family life and the welfare of children and as a preventive measure against child abuse: to assist families in knowing the resources of the community and in helping them to use those appropriate to the need; to offer individual and group counselling to parents on both their own and the problems of their children; to provide positive social and educational experiences for the children; and to participate in community planning and outreach efforts to improve the quality of life for the mobile poor and those living in the Tenderloin.

TLC has been in existence for 2 years and during that time has served 562 different children in the area.

Presently TLC is moving from private foundation funding to State support through the Department of Education, which will enable it to continue operating. Other financial support has been provided through several small foundations and private organizations, the State, and the Comprehensive Employment and Training Act.

It is our conviction that the program should continue here, that an impact has been made in the community, and that similar programs could and should be sponsored in other urban ghettos across the country.

Thank you.

Senator CRANSTON. Thank you very, very much.

[The prepared statement of Ms. Kudarauskas follows:]

Statement of Irene Kudarauskas

Diversity In Child Care Delivery Systems

The Tenderloin Child Care Center or TLC is a drop-in center for children from infancy to nine years of age which provides emergency child care, crisis intervention services, and respite care to families of the Tenderloin. The relatively small geographical area served by the Center is representative of the inner-city ghettos found in most large cities. The residents are the poorest of the poor; most of them are dependent upon one public welfare program or another; there is a larger number of aged, handicapped, and mentally ill than in most communities; and many of them are people without roots anywhere: that increasing number of the population known as the mobile poor.

In the past few years another population group moved into the Tenderloin: families with small children. Almost all are dependent upon Aid to Families With Dependent Children and probably 75% of these are headed by single parents, most of them women. Among their numbers in the Tenderloin are recent immigrants from Spanish-speaking countries; refugees from South East Asia; Koreans, and East Indians seeking employment in hotels and other service agencies. Also, in large numbers, are black families including a high percentage of white mothers with black children.

They come to the Tenderloin because they find a degree of acceptance here; rents are lower than in other parts of the city, and children are "allowed"; and also because the location provides a certain atmosphere of anonymity and self-containment.

All of the above factors were considered by the Travelers Aid Society of San Francisco as they sought funding to develop a child care resource within a 37 block area that included no facilities for children. City records showed an estimated population of some 800 children below the age of 18 and other records indicated the Tenderloin had higher than the usual rate of child abuse and neglect, juvenile delinquency and crime. To the best of our knowledge, no other child care program in the country was designed to serve this population with the purposes we have identified as top priorities.

These objectives were and continue to be:

1.) To provide quality child care to children of mobile families and to those living in the Tenderloin area of San Francisco, as a support service to parents, as a means of strengthening family life and the welfare of children, and as a preventative measure against child abuse and neglect.

2.) To assist families in knowing the resources of the community and in helping them to use those appropriate to the need.

3.) To offer individual and group counseling to parents on both their own and the problems of their children.

4.) To provide positive social and educational experiences for the children.

5.) To participate in community planning and outreach efforts to improve the quality of life for the mobile poor and those living in the Tenderloin.

TLC has been in existence for two years and during that time has served 562 children and provided 16,384 child care shifts(approximately two shifts per child).

Presently, TLC is moving from private foundation funding to State support through the Department of Education. Other financial support has been provided through several small foundations and private organizations, the State, and the Comprehensive Employment and Training Act.

It is our conviction that the program should continue here, that an impact has been made in the community; and that similar programs could and should be sponsored in other urban ghettos across the country.

Senator **Cranston**. I would like to start with you, Mr. Grubb.

It has been suggested by some that since every child in a preschool program will eventually attend school, the child care program should have a working relationship with local public schools. In view of your arguments against public school control over child care programs, what sort of constructive working relationship, if any, would you suggest?

Mr. **Grubb**. I don't think I agree with the premise that there should necessarily be a close working relationship between child care and the public schools.

Senator **Cranston**. Do you think there should be none?

Mr. **Grubb**. There isn't now for the majority of children. The transition from the early years into schools is not the major problem that children face going into kindergarten and the first grade. If I thought that transition were especially bumpy, that there were some reason to suspect it of being especially problematic, then there might be reason to have a smooth working relationship between child care and the public schools. But I don't see that as a major problem. On the contrary, I see some major problems with having a smooth transition: child care would become geared to the kinds of programs the schools offer, that child care, in essence, would become structured around cognitive skills—reading readiness and math readiness—and preparation for the kinds of curriculum the schools start to offer in the first grade.

Senator **Cranston**. Mrs. Buckner, you indicated that you have 400 children on your waiting list for admission to your program. Are other facilities available in the community you serve for after-school children you can't accommodate?

Mrs. **Buckner**. There are not adequate services available. Again, middle-class families are able to afford to pay for this, but low-income families, which we serve, cannot afford to pay for this.

Senator **Cranston**. So there are at least 400 in your community alone who are not getting decent opportunities?

Mrs. **Buckner**. Yes.

Senator **Cranston**. Ms. Kudarauskas, in a community which does not have the capacity to have separate crisis or drop-in child care facilities, do you feel that other child care programs could fill some of the needs for that type of care and, if so, what changes in existing programs are needed so that those needs can be met?

Ms. **Kudarauskas**. Certainly other agencies could sponsor such a program as the Tenderloin Child Care Center. What is necessary is to have staff who are aware of the developmental needs of children and who are able to work with children as they come into the center, dealing with separation anxieties, diagnosing perhaps mental or physical problems that the child might be having, staff that is available to work with the parents to resolve the crisis. I think it has been attempted, another program in San Francisco had attempted an afternoon program of 2 hours. I think it would be entirely possible for a Head Start program, a YMCA, a YWCA, department of social services, who might have space available for this.

Senator **Cranston**. Thank you very much.

Sam, do you have any questions?

Senator HAYAKAWA. Thank you very much. We appreciate your helpfulness.

Senator CRANSTON. Now we have our third group on diversity in child care delivery systems, consisting of Judith Lewis, Family Developmental Center, San Francisco; Eleanor Clement, Continuing Development, Inc., San Jose, and Stephen Park, Rural Communities Child Care, Ukiah.

STATEMENT OF JUDITH LEWIS, DIRECTOR, FAMILY DEVELOPMENTAL CENTER OF THE FAMILY SERVICE AGENCY OF SAN FRANCISCO

Ms. LEWIS. Thank you, Senator Cranston, and Senator Hayakawa.

My name is Judith Lewis and I am the director of the family developmental center which operates a mainstream infant day care program. We have been in operation for 6 years.

Increasing numbers of women with young children are trying to enter the work force every year in order to provide for the financial needs of their families; 617,000 new schoolage mothers need day care every year if they are to finish high school. Many children need educational and therapeutic programs because of their own needs regardless of their parents' work or educational status.

In San Francisco referral requests to the child care switchboard and the family developmental center, two of the most active referral sources for infant care, show that these agencies alone receive over 2,000 requests for full-time day care for children from birth to 2 years of age each year. Around 10 percent of the requests are for handicapped infants. Less than 10 percent of the parents seeking care are finding it in any type of situation. They usually want center-based and family day care, but they end up with in-home babysitting if they can afford to pay for it.

In the last 6 years, San Francisco's group infant programs have only grown from services to 50 infants in 2 programs, to 150 infants in 9 programs. These include fewer than 20 handicapped infants. Only one handicapped infant is cared for in a licensed family day care home. Because of the infant-related restrictions that are placed on family day care providers, this method of service has been thwarted in its growth, as has been the growth of center-based programs because of complex licensing standards and the lack of funds for renovation and startup costs to meet codes required by five different departments.

Parents usually want full-time care for 8 to 10 hours per day so that they may work full-time jobs, attend school or training programs or combine schooling with part-time work. When infants are in day care for such substantial parts of their lives, it becomes even more important that recognition be given to the needs of and cost of quality programing and, in particular, to staffing by stable caregivers who are assigned to the same four infants every day. Ongoing staff training, supervision and the provision of relief staff for coverage during breaks and lunch periods are also important.

Day care programs enable many infants and young children to have a chance for a better life with proper nutrition, loving relationships and appropriate attention to their individual developmental needs.

This may be the last chance for some neglected, failure to thrive, and abused infants.

Since many developmental delays and handicaps are not diagnosed until the child is over 1 year old, many infants will be entered into day care situations with staff, as well as parents, unaware of the handicap. Individualized quality programs are needed if infant day care is to be mainstreamed as it should be. Remediation such as physical and speech therapy can be consistently carried out on a daily basis by caregivers supervised and trained by appropriate specialists, preventing and lessening developmental disabilities. A great part of the search and serve effort for handicapped children under the age of 5 can be undertaken within the day care community if funding is at a level that will insure proper staffing, individualized programing, and support services which may be provided through resource and technical assistance groups.

One out of every five babies is now being born to a teenage mother, with a growing number of them being under 16 years of age. They particularly need support, education for parenthood, guidance in setting and pursuing career goals, and mature role models as they deal with the problems involved in their own growth, as well as in the growth of their child. There need to be more infant centers in close proximity of the high schools so that teenage parents may spend more time with their infants instead of in traveling to and from school, part-time jobs, day care centers, and home.

Alternatives that are needed for infant care include mixed age infant and toddler and day care centers, centers serving 1½- to 3-year-old children, satellite family day care homes affiliated with a center for training, intake and support services, independent family day care homes, satellite or independent mini centers of around eight children, play groups, respite, crisis and drop-in care, in-home care, weekend care, night care, and care where parent education and support are integral parts of the service for especially high risk families such as school age parents and abusing and neglecting parents who are under the supervision of the courts.

Services are needed for low and moderate income two-parent working families, as well as for single parents and welfare level families. The eligibility of a young child needing educational and therapeutic services should not be dependent upon a parent's eligibility status.

Senator CRANSTON. Thank you very much.

[The prepared statement of Ms. Lewis follows:]

November 21, 1977

DIVERSITY IN CHILD CARE DELIVERY SYSTEMS (PANEL III): INFANT/HANDICAPPED CARE

Testimony by Judith Lewis, Director of Family Developmental Center of the Family Service Agency of San Francisco, 1855 Folsom Street, San Francisco, California 94103

TABLE OF CONTENTS

PART I: SOME RELEVANT QUESTIONS AND RESPONSES

1. Why do the parents of young children, with and without handicaps, seek day care instead of caring for them at home?
2. How acute is the need for infant day care?
3. What happened to the children who were not able to enter existing programs?
4. What were some of the reasons that the day care needs of families were not met? What types of care situations were sought?
5. Why has infant day care been so slow in expanding? Why are there so few centers, so few family day care providers?
6. What are the implications of the lack of services to young handicapped children?
7. What additional factors must be considered in providing care for handicapped infants? Will it cost a lot more?
8. What are FDC's plans for the future?
9. What child care laternatives are needed in San Francisco?

PART II: THE FAMILY DEVELOPMENTAL CENTER MODEL

Bibliography

Summary of Infant Special Education Project Progress Report for July 1, 1978 -

June 30, 1977

DIVERSITY IN CHILD CARE DELIVERY SYSTEMS (PANEL III): INFANT/HANDICAPPED CARE

Testimony by Judith Lewis, Director of Family Developmental Center of the Family Service Agency of San Francisco, 1855 Folsom Street, San Francisco, California 94103

PART I: SOME RELEVANT QUESTIONS AND RESPONSES

1. Why do the parents of young children, with and without handicaps, seek day care instead of caring for them at home?

Parents requesting day care at the Family Developmental Center (FDC) over the past six years, have needed to attend full day high school, college, or job training programs, have needed full time employment, or have both attended school full time and worked part time, in order to meet the financial needs of the family. Almost all of the more than 300 school age parents served since 1972, have received some form of public welfare assistance and have entered the FDC program in order to complete high school and college educational goals in order to enter the work force and get off of welfare. Slightly over half of the parents of the handicapped children served (ranging in age from 16 to 52 years), received some form of public assistance; 80% have been from minority groups. The majority did not finish high school and for over half of them, the handicapped child was the introduction to the parenting experience. Again, these parents needed full time employment or training so that they could become employed in order to meet the family's financial needs.

2. How acute is the need for infant day care?

There is a great demand for infant care services of all types. FDC is funded to serve only a fraction of the referrals we receive for particular high risk populations which include the children of teenage parents, handicapped, neglected, and abused children. Because of the nature of FDC's funding sources, we have never been able to provide services to children without handicaps or developmental delays when the parents are over 20 years of age. Requests of this nature average almost 1,000 each year. Such parents are usually referred to the Childcare Switchboard.

According to statistics compiled by the Switchboard during a 16-month period from December, 1975 to April, 1977, their telephone counselors received 2,187 requests for day care for children under two years of age; the majority needed full time services. These figures do not reflect children referred directly to FDC because of the school age status of the parent or the handicap of the child. During the same time period, 123 referrals for handicapped children under the age of 18 months (the upper age limit for intake) were received by FDC; this was during the beginning period of a new community service so that it is realized that the actual number of children of this age needing day care service is under represented. It is also expected that there is an even greater need for service to children between the age of 18 months and three years, since many delays become apparent during this period as the child fails to learn to walk and talk.

Currently there are only nine day care programs who accept children under two years of age citywide. These programs are operating at capacity levels and are serving approximately 150 children in part and full time care. There are consistently very few openings in these programs which are filled immediately from long waiting lists. Specific eligibility requirements (such as teenage parenthood) prohibit many families from using these services in any event. These figures demonstrate the dramatic need for infant care in San Francisco.

3. What happened to the children who were not able to enter existing programs?

According to a follow up study of persons seeking infant care during a two month period in 1976 through the Childcare Switchboard, only 34% of the sample of callers found any form of full time infant care. About half of this was through in-home baby sitting, a service that is not subsidized and which tends to be an expensive way to care for an infant. The second highest category of full time care (30%) was found in family day care homes, an option which is limited due to requirements, and bureaucratic changes of the licensing body, and the restrictions that are placed on the number of infants which can legally be cared for in this situation. Only two infants can be cared for by a single provider; four may be accepted if there is adult assistance. Center based care was available for only 23% of the infants. We can assume that around 66% of the mothers who sought child care, continued to care for their child and were not able to continue schooling or take jobs which they needed in order to shape a better life for the family unit.

4. What were some of the reasons that the day care needs of families were not met? What types of care situations were sought?

The Childcare Switchboard stated that parents who could not find infant care said that the expense, age of the child (too young), lack of toilet training, non-availability of services and transportation problems prevented them from locating the needed child care. The parents needing full time care indicated a preference for either family day care (43%) or in-home babysitting (34%), while 23% wanted center-based care. Since almost all of FDC's telephone requests are for center-based care, we would estimate consumer desire for this type of service at a considerably higher level, particularly for welfare level and low income parents who cannot afford to pay for babysitting or family day care.

The experience of the families seeking day care for young handicapped children is much worse than that mentioned already. From 1972 until September of this year, when another mainstreamed program opened for fee paying parents, FDC provided the only day care center in the City which accepted handicapped infants; fewer than 20 are now being served. Many family day care providers were found to be reluctant to accept infants because of the greater responsibility and risk involved. Only one licensed family day care home in the City is currently approved for care of handicapped infants.

5. Why has infant day care been so slow in expanding? Why are there so few centers, so few family day care providers?

Personnel costs

Infant care is more costly than day care for three to five year olds because of the greater numbers of personnel that are needed. Whereas three to five year olds can feed themselves, go to the toilet by themseleves, generally fend for themselves, and explore and investigate an interesting environment, infants are dependent upon the adults around them to provide for their needs. Our experience has shown that no more than four infants and toddlers should be assigned to one teacher if a quality program is to be maintained. In addition there should be relief personnel to care for the children during lunch periods and morning and afternoon breaks. (Ratios should be described in this way, not in vague terms of 1:4 or 1:3 where all types of staff may be counted as part of the ratio. Very young babies in the first few months of life do not require more attention than an eight or nine month old undergoing separation and stranger anxieties of that period, or of a toddler who is being toilet trained or who is demanding because of jealousy of a younger baby). Personnel costs which generally make up around 75-80% of a day care center's budget, are the chief reason for its greater cost. When the staff has been a stable and consistent one, the costs will be even more because of increments from year to year. Fringe benefits such as medical and dental insurance and retirement will also increase the personnel costs. Agencies which are more responsible for their employees in this regard find that their costs rise and they cannot compete for the low State reimbursement rates which can only serve the needs of agencies who pay minimum wages and who do not provide yearly raises or other than mandatory benefits.

Licensing costs, renovation costs

Applicants must work with five different local departments in the licensing process. It is difficult to find facilities with sufficient space on the required ground floor with required outdoor play space, sprinklers, plumbing, etc. It is difficult to obtain grants which allow sufficient costs for the required renovation as well as start up costs for equipment. It took one and a half years of intensive searching for FDC to find a potential facility and approximately $60,000 for renovation and equipping to meet the codes.

Lack of public funds

There have been very small amounts of funds for expansion of existing services or for the initiation of new ones during the past five or six years in California. Most of that came from AB 3059 last year when ten million dollars was granted to alternative programs designed to reduce costs which were already pitifully small. Clearly, the amounts given were not enough to provide quality infant programs or to make any kind of impact in the tremendous need for infant services.

Many families, including teenage and single parents who are just entering the work force and who are having the financial burden of setting up a household, as well as two parent families who are working in unskilled jobs for low pay, cannot afford fees based upon actual costs of care. They need fee deferred or partial payment systems based upon income where the remainder of the cost is paid through public funds. This is another reason that infant care has not expanded to any degree through private providers or centers.

6. What are the implications of the lack of services to young handicapped children?

The implications of the lack of services to very young children are many faceted. The opportunity for remediation which could be achieved at an early age is being missed. Search and serve activities are beginning at age five under PL 94 142. This means that unhealthy patterns of development will go untreated during the first crucial five years of a child's life.

The small number of services available now do not begin to address the diverse needs parents have. They include transportation, parent education, and counseling.

Transportation

Parents with no cars and several small children find it difficult if not impossible to transport a handicapped infant with the siblings in tow to care situations across town from their residences, especially when several bus transfers are required; the problem is magnified for single parents. Centers and individual providers can seldom supply transportation so that funding is needed for some central bussing plan where young children can safely be picked up and delivered to care situations (with or without parents). Another alternative is to provide more care situations in various parts of town so that some families can more easily manage their own transportation to more convenient locations.

Parent Education

In order for the educational and therapeutic effects of programs to have a maximal and continuing effect, research such as that summarized by Dr. Urie Bronfenbrenner (1974), point out the importance of involving the parents actively through participation of various types including parent education. Where parents have had poor role models themselves (have been neglected and battered), they often perpetuate the only type of parenting that they know (batter their own children). Active participation in educational child care programs, allow such parents to expand their frame of reference and begin to have some choices in dealing with their children. Teenage parents, in particular, need support, education, and guidance as they deal with their own growth as well as that of their child. Parent education of any structured type again requires staff time which means that budgets will rise. Failure to respond to family needs at this level, however, means that much greater amounts of money will be required to deal with the physical and emotional effects of abuse and environmental developmental delays that result from the inexperience and lack of education of the parents. As an example, a study of the home environments of 16 families of young handicapped children being served at FDC showed that only 30% of the families had any toys that were appropriate to the developmental level of the child. Almost half of the homes had no toys at all.

Counseling

Often parent have no energy to invest in their young child because it is used up in their own troubles which include interpersonal relationships with each other, their own parents, financial worries, housing and health problems. When in addition to the above worries, a family learns that their child is handicapped, they experience shock and grief. Counseling is needed so that some amount of positive energy is available for their child.

7. What additional factors must be considered in providing care for handicapped infants? Will it cost a lot more?

When quality care with individualized programming is provided, additional costs involve only the consultation time of specialists such as an occupational, physical and speech therapists. These services could be obtained at minimal cost by funding resource and technical assistance groups who could provide consultation time as needed to a number of child care groups or individuals. Additional services might be obtained through supervised field placements of college level students under the supervision of resource center specialists.

Since many developmental delays and handicaps are not diagnosed until the child is over a year old, many infants with handicaps will be entered into day care situations, with staff as well as parents, unaware of his handicap. A number of children in our Center have had delays and handicaps discovered by the teacher/caregiver long before the family doctor saw anything unusual in the child's development.

When new federal money is appropriated for child care, we strongly feel that the concept of mainstreaming should be inherent to the receipt of funds. Teacher training should be required so that all children receive individual educational plans and so that children who are discovered to have developmental delays and handicaps receive appropriate programming and therapy. Support personnel such as physical and speech therapists should be required in staffing patterns, by contract or inkind services. A great part of our search and serve effort for children under the age of five can be undertaken within this context with a great deal of efficiency and at almost no extra cost.

8. What are FDC's plans for the future?

In spite of having developed a model innovative program, FDC like many other organizations, has had to spend major blocks of staff time on yearly refunding efforts. A secure funding base is needed so that this time can be spent in developing new alternatives and in assisting others who want to duplicate existing programs.

Having already developed a mainstreamed day care program from birth through age three and a home visit program for parents who wish to care for their handicapped infant at home, FDC's next major thrust will be to establish satelite family day care homes which will serve both normal and handicapped children from birth to three years. We see family day care as the most viable alternative on the horizon at the present time. We want to establish a model which will provide for appropriate training of providers and support and referral services for providers and parents. Earlier this month (November, 1977), we submitted a proposal to the Bureau of Education for the Handicapped, U.S. Office of Education for a three-year demonstration grant which would provide us with funds to set up five model provider homes and train potential providers from San Francisco and the surrounding counties.

Training and technical assistance for others

During the past two years, FDC has conducted several training programs which have included staff members from day care centers from the entire Bay Area. During November, we are conducting a series of workshops for Children's Center's teachers around the emotional needs of two year olds, teaching and learning, individualized programming, and handicapping conditions of early childhood. We have had many requests from community groups who want similar training for their staff. In February, 1978, we will apply for Outreach funding from the Bureau of Education for the Handicapped to provide training and technical assistance to others who want to replicate our model and to monitor and evaluate their progress toward that end.

Expansion

We hope to expand our contract with the San Francisco Unified School District by opening another infant and toddler center within the next year and through satellite family day care homes.

Long term goals

If funds become available, we would also like to consider opening mini centers for night care and part time respite care, and begin a weekend educational care program. We would like to expand our services to low and moderate income two-parent working families, as well as continue services to the welfare level and one-parent families that are our predominate service population at the present time.

9. What child care alternatives are needed in San Francisco?

(1) mixed age infant and toddler day care centers
(2) centers serving 18 month to three year old children
(3) satellite family day care homes affiliated with a center for training, intake, support services, evaluation
(4) independent family day care homes
(5) mini centers of around eight children (as satellites or independent)
(6) play groups
(7) respite and drop in care
(8) in-home child care
(9) weekend care
(10) night care
(11) parent education and support services, especially for school-age parents

It is recommended that any of the group care situations be mainstreamed. Training will be needed for the teacher/caregivers. If programs are individualized and support services are available, there is little additional cost required.

Realizing that many centers or providers will feel unprepared and insecure in accepting handicapped infants, it is recommended that model demonstration centers, such as the Family Developmental Center, be funded for the purpose of providing training, technical assistance, and opportunities for observation by potential replicators and that bonus reimbursements be granted to replicators according to the numbers of handicapped children served in order to encourage the initiation of services to this group. A description of the Family Developmental Center model follows in Section II.

PART II

THE FAMILY DEVELOPMENTAL CENTER MODEL: GOALS AND SERVICES

The Family Developmental Center of the Family Service Agency of San Francisco (FDC) assists infants and their parents by providing day care, infant and parent education and support services through two innovative programs for families with special needs — the School Age Parent and Infant Program, and the Infant Special Education Project. Located in the Far West Center for Educational Development at 1855 Folsom Street, the Center is a well designed and well staffed complex with a spacious nursery, outdoor play area, kitchen, offices, and rooms for observation, naps, and individualized activities. Its visibility and accessibility to the educational community of the state and the nation have resulted in an accommodation to over a thousand visitors a year. Supervised field placements have been made available to hundreds of students from high school to post graduate levels in order to expand their knowledge of infant development, teaching strategies and therapeutic techniques. Representatives of most of the area's day care centers and special education programs serving young children have attended training sessions at the Center aimed at upgrading the quality of programming in general and in expanding services to young handicapped children.

The Center was originally funded by the Office of Child Development during 1971-1975 as a research and demonstration project serving school age parents.* Its success in helping these young people to complete educational and vocational goals and their children to demonstrate high levels of development in cognitive, physical, social, and emotional areas resulted in continued funding for twenty families by the San Francisco Unified School District during 1975-1976 and 39 families during 1977-1978. Teenage parents who attend District Schools are eligible for free services which include educational day care as well as job and career counseling. Handicapped and neglected and abused infants are accepted because of their own need.

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* One out of every five babies is now being born to a teenager in numbers that approach 617,000 each year with a growing number of mothers who are under 16 years of age (Forebush, 1976).

A demonstration grant from the Bureau of Education for the Handicapped provides assistance to approximately sixteen infants with handicaps or developmental difficulties for whom early education may mean a reduction or prevention of learning problems at no cost to the parents. Parents have a choice of a home teacher one hour per week or a mainstreamed day care program five days a week.

All of the infants served by the Center receive periodic developmental assessments and an individualized program of educational activities. Each infant in the day care component is assigned to a particular teacher and a ratio of no more than four infants to one teacher is maintained. The ages of the children served range from two weeks to three years; most of them are less than two years old. The children share the same space and are not segregated according to age or handicapping condition.

The broad goals of Family Developmental Center are:

(1) To help infants attain their full potential for social, emotional, physical and cognitive growth through an individualized, developmentally oriented therapeutic program based upon comprehensive and continuing evaluation of each child's development; to concurrently prevent or lessen learning disabilities and retardation in handicapped and/or high risk infants.

(2) To provide a program for the parents which is supportive, educational, and individualized to meet their particular needs; to help them to be more effective agents for the positive growth, development, and self concept of their child through helping them to understand his individual needs.

(3) To provide a demonstration model of mainstreamed services to young children with components designed for replication, including assistance and training for others in order to encourage the expansion and improve the quality of such services.

(4) To enable school-age parents to continue and complete their high school education so as to have a wider range of options for further education, vocational

training or employment.

(5) To decrease dependence of parents upon the public assistance system by encouraging, focusing, and facilitating progress toward educational and vocational goals in order to broaden their vocational potential and enhance their autonomy and self-esteem to the benefit of themselves, their children, and the family unit.

(6) To provide specialized preservice and inservice training for the teachers which will enable them to carry out a comprehensive multidisciplinary program and relate in an individual way to each child's ongoing and changing developmental, social, and physical needs, so as to promote optimal development.

(7) To coordinate services with other agencies in order that the city's available resources may be optimally used.

(8) To demonstrate the program and to disseminate information about it to the general public and to special groups.

School Age Parents' Program

Participants are accepted into the School Age Parents' Program according to the mother's eligibility. She must be under the age of 21 years, be enrolled in a program of the San Francisco Unified School District, and need regular care for a child from two weeks to two years of age at the time of enrollment. She must enroll in a five-hour per week Center field placement for which she receives five units of school credit. One hour each week is spent participating in a parent group meeting and the other four in individual meetings with staff and in nursery related activities. These include: meeting with the Head Teacher to review her child's educational program, caring for her child and carrying out suggested activities with him and with other children, helping with housekeeping tasks, participating in the periodic developmental testing of her child, and discussing the child's health with the nurse. Parents may receive personal counseling by arrangement as needed and may seek out other resource staff and consultants for discussion of particular issues. A designated staff member is available for educational, career, and job counseling.

All services are provided at no cost to the participant, but a high level of performance is required. Child and parent attendance and parent group participation must be maintained within a range of 75% to 100%. The mother must also attend school regularly and maintain passing marks. Each participant's performance record is reviewed at the end of each school semester and participation is renewed within the context of the parent's demonstrated motivation to maintain her eligibility status. Although high performance is expected from the parent, the program is structured to assist her to maintain successful participation. When problems become evident, they are discussed by the supervisory and resource staff at weekly program review meetings and intervention strategies are devised and monitored. Because of its success-oriented structure, the program has almost no turnover of participants during a school semester. Group attendance generally averages around 90%. Good attendance increases the quality, consistency, and effects of program participation by both children and parents. Monies spent by the funding source thus have a maximal impact. Before such a structure was evolved over time, experience showed that many teenagers tested the system and participated at whatever minimal level was allowed.

More than 300 mothers have participated in our program and most have come to us with a basic knowledge of the physical aspects of infant care ; many of them have lived at home and have had parents or older siblings as role models. It is the emotional and cognitive processes accompanying the period of adolescence which need to be understood, because they are often incompatible with behaviors that are generally considered to be associated with positive cognitive and emotional growth in young children. The early adolescent is often limited in her capacity to recognize or relate to her child's needs as being different from her own, because she is still operating within a concrete level of cognition or is in the throes of upheavel and change as is seen in the groping and experimentation which accompany the transition from concrete to formal operations as described by Piaget (1958). From this developmental point of view, the focus of intervention should be on a young parent's general emotional and cognitive growth. The way that we structure our thoughts parallels the way that we structure our relationships with others; the developmental trend is in the direction of increasing differentiation. As the young mother grows cognitively, she becomes able to perceive situations from the viewpoint of others, including her baby's. Parent effectiveness increases as an adolescent moves from egocentrism in her relationship with her child to reciprocity.

Second, in order to experience this kind of growth, the adolescent must be involved in a situation where she has an opportunity to become aware of her own thoughts and feelings and to expand upon them through interaction with others. She must have the opportunity to experience other points of view and to question her own. This is accomplished in the FDC program through methods which have been incorporated into the weekly parent group and which have been described in an FDC publication, Growing With Your Baby, A Facilitator's Manual. These include promoting discussion of moral dilemma situations; fantasizing about future possibilities for the infant and self with a retracing of methods for attaining them; carrying out values clarification exercises involving practice in abstracting from a particular situation; thinking about alternatives and reflecting on the self; and role-playing as an opportunity to experiment with experiencing another's point of view, an experience which often leads to a new experience of unconscious thought processes which reinforces reciprocity in relationships.

The uniqueness of this approach to education for parents is that the focus is on a mother's growth as a total person. Successful implementation requires that the group leader be able to elicit real emotional involvement on the part of the group members. Growing with Your Baby, A Facilitator's Manual is designed in such a way as to help her do this. Others have generally approached adolescent parent education by using a linear model which assumes that learning occurs simply as fact is added to fact. It has been our experience that most very young parents will not be receptive to new information unless it is somehow made personally relevant and that no real learning will take place unless they are encouraged to question their own belief systems in a nonthreatening way through interaction with others.

Infant Special Education Project

Participants in the Infant Special Education Project are accepted according to the infant's eligibility for the program as well as the parents' expressed need for the services. The infant must be between two weeks and 18 months of age at the time of admission and be diagnosed by his doctor as being retarded, hard of hearing, visually handicapped, emotionally disturbed, or crippled. Health impaired infants requiring special education and related services because of such conditions as genetic abnormalities, prematurity, drug withdrawal, and various conditions associated with central nervous system involvement, and/or undiagnosed developmental delays are also accepted.

Parents must be willing to participate in the diagnostic and evaluation components of the program which include periodic developmental testing of the infant and their evaluation of the program elements. Participants in the Center's day care program must agree to bring the child to the Center on a regular daily basis and to participate in periodic parent group sessions.

Each child enrolled in the program is evaluated by a multi-disciplinary team which includes an infant development specialist, a physician, a nurse, an occupational or physical therapist, and a social worker. These staff members exchange impressions and recommendations with the parents and the assigned teacher, who incorporates their suggestions into the child's individualized educational and therapeutic program.

After the determination of infant eligibility and the assessment of parent needs, infants are entered into the Home or Center Program as openings permit. It has been our experience that the Home Program is the choice of parents who are able to be at home during their child's infancy period because they do not go to school or work. Most of these parents have transportation problems or several other young children at home, which makes it difficult for them to attend any Center-based program. Some feel that their infants are too young or too health-impaired for the Center program. By the time the baby reaches the age of 12 to 18 months, they often begin to feel that group experience would be good for him, and that they are ready to return to work or school themselves. For some of these families, an early home-based program followed by transition to a Center-based one is optimally suited to family needs. The flexibility which is created through the inclusion of both home and Center components is seen as being very desirable.

For both home and Center participants, the focus is on individualized programs suited to the needs of both the infant and the parent. Differences in staff-parent-infant involvement between the home and the Center components require different approaches to implementing the infant's program. The full day, five day a week day care program allows the teacher to be the primary teacher of the child with parents participating in carrying out suggested activities in the evenings, on weekends and during their daily participation at the Center. In the home program, staff contact with the infant is limited to one to one and a half hours per week. The parent, therefore, must be considered as the primary teacher with Project staff supplementing with some direct teaching of the infant and encouragement of the parent's teaching skills. Effective assistance to the infant's development must be carried out with and through the parent; intervention must be carefully suited to individual parents.

There are many factors which can limit the effectiveness of a parent as a teacher of a handicapped infant. For many parents, the period of infancy is the time of initial adjustment to the baby's handicap and potential. The process of denial, anger, grieving, acceptance and information-gathering which many parents go through is a critical one with long-term impact on the infant-parent relationship.

It may be hard for the parent to teach or even to interact comfortably with the infant until some level of acceptance is accomplished. In other cases, there may be instead a lack of concern with the baby's delays, either because of a lack of information about early development or because of low expectations based upon the parent's own life experiences. Some parents may only need assistance in discovering appropriate materials and activities to supplement their intuitive teaching skills. Others may lack a basic healthy parent-infant relationship on which all other interactions must be based.

The period of infancy is a critical one in which the basic parent-infant relationship is established. For a handicapped infant, this relationship may be at the same time, more needed and more vulnerable. An important goal, then, is to help parents to grow as parents, particularly during this early critical period. The actual home visit often consists of a great deal of modeling of appropriate behaviors and feedback to the parent about the significance of the child's responses. The initial activities that are demonstrated may be chosen so that the infant will succeed easily, allowing for positive comments and hopefully some corresponding positive feelings on the part of the parent. For other parents who are overwhelmed by their concern with the handicap, early home visits may concentrate on direct support to the parents in order to increase their information about the handicap and the child's potential and to help the parent to understand and work through their feelings about it. The primary goal of the home program is to help the infant attain optimal development by helping the parent to develop emotionally and cognitively through enjoyment of the baby, feedback and modeling, reinforcement of good parenting skills, support, information and written suggestions where appropriate.

As in the Center program, additional resources are available to home-based families. Special resource staff may make consultation visits with the Coordinator. Social workers are available for counseling and for helping families obtain needed financial assistance. The Center's toy lending library makes interesting materials available for all infants. Families are assisted in obtaining supplementary services, such as early hearing evaluations and genetic counseling.

Good emotional development of the infant is valued as well as optimal mental and physical development. In the home this frequently involves helping the parent to be aware of the emotional impact of a handicapped infant on other siblings. Concern with emotional development may also raise issues related to the impact of a handicapped infant on marital relationships. Whenever possible, these concerns are referred to the social worker or outside counseling resources so that the home visitor can continue in the educational role.

Coordination with other agencies and community resources involved with the family is a frequent activity in both home and Center programs. This frequently takes the form of inviting a public health nurse, hospital staff member, or Protective Service worker to make a joint home visit to observe a developmental assessment, special consultation or teaching activities. It may take the form of meetings with other professionals to determine the best way to avoid overlapping services, to reinforce each other's goals for the infant and parent, or to jointly establish an effective approach to a specific problem.

Center Program for Children

Participants who choose the day care service are usually offered the full day educational program. (Occasionally two families are able to arrange schedules so that one full day slot is shared by two children who attend the Center at different times). Children are brought to the Center by their parents between the hours of 7:30 and 9:30 A.M. and may stay until 6:00 P.M., according to arrangement. Most children spend eight to nine hours in the Center, Monday through Friday. Breakfast, a morning snack, lunch, and an afternoon snack are served as well as infant feedings according to individual schedules. Good nutrition is emphasized and weekly menus are posted. Parents communicate with the child's teacher regarding special instructions and leave written instructions if medication is requested to be given by the nurse. Sick children with non-contagious illnesses are cared for by their regular teacher in the usual setting.

The Center program for children is based on the following assumptions:

1. Homostasis of a baby's organic systems must be established so that his energy can be directed toward learning. (Maslow, 1943)
2. Attachment to one primary caregiver is vital: the caregiver then becomes a developmental agent, an active participant in the learning process. (Bowlby, 1969)
3. The establishment of basic trust is an essential component in providing for the child's safety and emotional security. (Erikson, 1950)
4. The program for any one particular child should be totally individualized to meet his special needs within the limits of the overall necessities of the program. (Lewis et al., 1975)
5. Each child must be encouraged to learn to cope and to master his environment in an active way. (White, 1960)
6. The concepts of consistency and regularity in the environment, reinforcement of the child's positive functioning and stimulation appropriate to the individual child are essential. (Maslow, 1943)
7. A multitude of materials should be available to the child so that he can learn from interacting with objects. (Piaget, 1975)
8. A toddler needs to have his feelings of power and initiative respected. He should have help and guidance in learning to control his feelings, while being given the latitude to express these feelings. (Erikson, 1950; Bach, 1973)
9. Teachers need to be encouraged to invent, devise, and improve methods to accomplish goals for the children. (Piaget, 1973)

Children are assigned to one caregiver/teacher for the length of their stay. In this way, an attachment is formed and learning becomes closely associated with the relationship between teacher and baby. The teacher and parent also form a relationship which will facilitate the parent's development as an agent for growth in the baby's life.

Since the Center program is totally individualized to accommodate the unique needs of each child, there is no regular schedule of activities. Although consistency and regularity are maintained in the environment, the sleep and feeding schedules are flexible enough to allow the teacher time to work individually with each of the four children assigned to her and to take advantage of optimal times for learning when the child is alert and receptive.

The teacher works within the overall goals of a written educational program which is available in the nursery for her own reference, the parents' use, and as a guide for substitute teachers and students on field placements. This consists of short term goals and activities appropriate to the unique response of each child which are devised to accomplish them. The program is reviewed and revised every two weeks by the teacher with periodic checking by the Program Director.

In order to closely monitor each child's progress every two weeks and to help focus on short term goals so that suggested activities will be optimally effective, a tool developed by Center staff, and called the "Sequences of Development" is used. Nine sub-scales assess Sensory Responsiveness, Gross Motor Skills, Fine Motor Skills, Exploration and Competence, Body Image, Self Concept and Confidence, Social Relatedness, Gestural Imitation, Perceptuo-Cognitive Development (with subscales of Objective Constancy and Development of Schemas Relating to Objects) and Language.

Curriculum activities to accompany the goals are derived from many sources which include the following: Baby Learning Through Baby Play (Gordon, 1970); Child Learning Through Child's Play (Gordon, 1972); Teach Your Baby (Painter, 1971); Infant Curriculum, The Bromley-Health Guide to the Care of Infants in Groups (Tronick and Greenfield); Teaching the Mentally Retarded (Barnard and Powell, 1972); The Karnes Early Language Activities (Karnes, 1975); The Portage Guide to Early Education (Bluma, Shearer, Erchman and Hilliard, 1976);

How to Keep Your Child Fit From Birth to Six (Prudden, 1964); Handling the Young Cerebral Palsied Child at Home (Finnie, 1974); The Pre School Special Education Project Curriculum Manual (Rochester, New York, 1972); and Curriculum Guide, Hearing Impaired Children - Birth to Three Years - And Their Parents (Northcott, 1971).

As new curriculum materials become available, they will be reviewed and added to the Center's resource library as appropriate. Suggestions which relate specifically to a child's special motor and language needs are provided by the consulting Occupational and Physical Therapists and the Language Pathologist. Finally, and most importantly, the teachers draw on their own knowledge and experience in devising activities that will have high motivational value to each child. We have found that the use of many curriculum sources encourages teachers to incorporate a maximal degree of flexibility and creativity into their planning.

The Bayley Scales of Infant Development are the primary tools by which each child's development is evaluated. Handicapped children are assessed at entrance and at three month intervals while the other children are tested at six month intervals. Performance and progress are reviewed across nine areas of development, and by the achievement of the short term goals set for two week periods by the child's teacher.

The program for the babies operates within an environment in which there is optimal opportunity for development. Growth of cognitive and personal skills are both considered to be important in helping the children to develop their potential and for the handicapped children to compensate for and/or overcome their handicapping conditions. A large central nursery is broken into homelike areas with rugs, couches, rocking chairs, bean bags, indoor play equipment, and low dividers. A wide variety of toys and books are kept easily accessible for the child to choose and use. A kitchen, bathroom, sleeping room, and two activity rooms adjoin the central nursery. One activity room is arranged for quiet and soothing play with a rug, couch, waterbed, and book corner. The other contains cabinets with a multitude of materials which are used in learning activities and messy play. The room contains a water table which is also used for oatmeal play, an easel and low tables for painting, a record player, puzzles, formboards, formboxes, pegboards, logos, sorting materials, clay, and many other materials.

A large, grassy, lattice-enclosed outdoor play area is easily accessible from the nursery. This yard holds a large partitioned sandbox and a specially designed structure with ramp and steps, enclosed platforms of different heights, barrels and a slide. The yard also contains balance beams, swings, and a hammock. The Center is located in a warm belt of the city and the day is arranged so that the children spend part of every mild day outdoors.

After lunch, many of the children nap. Since individual schedules are honored, this is a time that teachers can work individually with children who are awake. It is also a time that teachers can use for record keeping, program planning, and conferences with the Program Director.

While a few of the mothers spend their daily field placement hour participating in morning activities, most are present in the nursery between 3:30 p.m. and 4:30 p.m.. Upon arrival, they become primarily responsible for their child. In addition to general care and stimulation activities, they help with assigned tasks which help to keep the nursery clean, safe, and organized. The Afternoon Head Teacher coordinates and supervises their participation in the nursery.

Visitors usually observe the program during the hours of 10 to 12 a.m. so that they may observe the teachers working individually with children, free play, outdoor play, snacktime, and lunchtime.

Teacher Selection and Training

Methods of staff selection, training, and evaluation have been studied over a six year period, as well as educational and experience requirements and job roles. While particular screening techniques have been found to be somewhat useful, (Lewis and others, 1975), no method approached the effectiveness of on the job observation; for this reason new teachers are required to have worked as substitutes.

Teachers are required to have a minimal educational background of an A.A. degree in Child Development, Psychology, or Early Childhood Education with two years of experience with the age group being served or a B.A. degree with some experience in working as a substitute at the Center. They must demonstrate competency in areas of knowledge, program planning, and program implementation, according to criterion referenced standards before the end of a six month probationary period. Knowledge must be demonstrated for a minimum of ten field tested teacher training units which deal with teaching and caring for normal and handicapped infants and in relating to their parents. Teachers must also demonstrate consistent competence in planning their children's entire programs independently within the planning time provided; goals and activities to accomplish them must be reviewed and updated every two weeks.

Good staff morale and cooperation are especially important in an infant program. Infants sense the tensions that are present in the persons who care for them and toddlers model the behaviors of significant adults. Work with young children is both physically and emotionally demanding and work with disinterested or neglecting parents can be frustrating and depressing. Regular inservice training sessions and weekly staff meetings help to ensure common goals, continuing enthusiasm and open lines of communication between all of the staff members. Staff development plans are individualized according to periodic needs assessments and are accomplished through methods which include group training, individualized tutoring, independent study, workshops and conferences. Developmental agents are most effective when their own developmental needs are met.

Summary

The Family Developmental Center has developed a model program for infants with special needs and their parents. Work with almost 300 families over a six year period has emphasized services to teenage parents and high risk and handicapped children from ethnic backgrounds that include Black, Latino, Filipino, Native American, Caucasian, Vietnamese, Chinese, and Puerto Rican. Welfare level and low income, single parent families have been the predominate group served. The program emphasizes the individualization of infant and parent programming and offers families mainstreamed educational and therapeutic day-care or an alternate home visit program as well as a number of support services. School age parents receive school credit for participating in a work/study program at the Center each day. Ongoing evaluation of children, parents and staff has demonstrated progress toward goals set. A number of publications concerning the Center's model, research and program evaluation are available from FDC and the ERIC Clearinghouse on Early Childhood Education. Among these are a facilitator's manual for running a personal-growth oriented teenage parent's group (Lyman, 1975) and a guidebook for the operation of infant and toddler centers (Latzko, 1975).

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INFANT SPECIAL EDUCATION PROJECT

SUMMARY OF PROGRESS REPORT

June 1, 1976 -- June 30, 1977

Progress was referenced to eight goals and 47 measurable objectives which were all accomplished at or above the criterion levels set according to projected timetables. Goals for parents and for demonstration of the model as well as a number of spinoff activities were outstandingly achieved beyond expectations.

Twenty-three infants were served during the second year of the Project in Center and home based programs. The Project was successful in reaching handicapped infants early with 57% being admitted before they were one year of age. It was also successful in reaching low income, low educational level, multilingual and high risk families. Seventy-four percent of the infants were regarded as having multiple handicaps in that areas of general developmental delay and specific impairments in sensory or motor areas occurred simultaneously. An analysis of the source and nature of referrals indicates that efforts to inform the direct service levels of community agencies were quite successful: a total of 684 contacts made to 113 agencies during the first two years resulted in 123 referrals. Sixty-one referrals were made by FDC to resources outside the Center; eight of the 13 children admitted during the year were successfully referred to additional supplementary services. The Project provided over 158 hours of supplementary specialist time.

The home environments for 16 infants in the program for at least six months showed substantial improvement as assessed by the Caldwell Inventory of Home Stimulation; overall change was in a positive direction in each of six categories. These findings were corroborated by improvements in Bromwich Maternal Progression ratings. Supplementation of the home environment through the Toy Lending Library was also observed to be successfully accomplished with a total of 431 loans being made during the year. Clearly a significant accomplishment of this Project has been its facilitation of optimal physical and social elements of the home environment.

High accomplishment rates of goals set by the parent for the child and family suggest that a staff conference with parents can be a useful intervention technique. Good attendance records provided another measure of the success of the Project. High levels of parent satisfaction with the program were shown at a six month assessment carried out in the homes by clinical social workers employed by the Department of Health. Eighty-three percent of the parents felt that there was no improvement possible in the program.

Child progress was monitored over nine areas of the Sequences of Development for a total of 23 children. Except for two infants who were in the program for a very brief period of time, progress was made and documented for each participant in each area during the year. Center infants as a group accomplished 80% of the goals set for two week periods while children in the home program accomplished an average of 77% of visit to visit goals with parents as teachers. The monitoring of children's health and physical development was very successfully met. There was active preparation for current and future placements of graduates.

A ten unit training program for child care providers was devised and field tested with nine FDC teachers prior to dissemination of the training materials as a major product of the Project. Eight teachers were validated as passing required competencies in the areas of knowledge, program planning and program implementation and were assigned to handicapped children. Continuing inservice training was individualized and provided for all staff members according to periodic needs assessments. Measures of staff satisfaction with training indicated that the staff members felt that the training provided was both appropriate and satisfactory.

Fifty-four representatives from numerous community organizations, colleges and universities received training at FDC during the first two years of the Project. Whereas most of the training provided during the first year was to representatives of community organizations, most of the training provided in the second year was to college level and graduate students, who assessed their supervised field experiences highly.

Technical assistance was given to 15 groups which sought to initiate or implement new programs for young handicapped children and additional consultation was provided to 67 individuals representing ten agencies who sought to improve existing services. Of 557 Project visitors, 397 observed the program during the second year. Comments written on a Visitor's Form emphasized that observers were impressed with the overall visit, particularly with staff interaction with the children. Twenty-three letters of support and of gratitude for assistance were received in the second year.

Over 800 descriptions of the program were distributed during the second year. Eleven presentations were made by staff members to college classes, workshops and community groups. Sixteen half hour television shows were produced with twelve of these being repeated for a total of over 60 viewings. One hundred and three copies of progress reports were distributed.

Continuation of the day care portion of the model was achieved when the San Francisco Unified School District approved expanded admission criteria and funding to include handicapped children because of their needs for special education. Continuation of the home visit program has been partially achieved through the ongoing contribution of a social worker's part time services from the Department of Health. The Project has been successful in influencing at least ten other groups to adopt components of the model.

Senator CRANSTON. Ms. Clement you may proceed.

STATEMENT OF ELEANOR E. CLEMENT, PROGRAM SUPERVISOR, CONTINUING DEVELOPMENT, INC., SAN JOSE

Ms. CLEMENT. My name is Eleanor E. Clement. I am the program supervisor for Continuing Development Inc., which is a private, nonprofit agency operating nine programs under contract with the State department of education.

At present, migrant families provided with day care services are served in 37 individual sites: 25 federally-funded flash-peak farm labor camps throughout the State—our agency operates 2 of these child care centers—6 migrant infant day care centers—we operate one of these—and 6 out-of-camp centers. These centers serve approximately 1,900 migrant preschool children and infants, though it is estimated that there are about 62,000 migrant children in California between the ages of 0 to 5.

Alternatives for the children who are not served in the State-funded centers are the fewer private day care centers provided by growers, or to be taken to the fields to stay in hot cars or left at the camp under the care of school age children.

Ninety percent of the farmworkers in California are Mexican or Mexican-American, with these workers being predominantly monolingual Spanish-speaking, two-parent working families, with an average income of $4,000.

Although all the components of a comprehensive child care operation are also essential for the establishment and maintenance of a high quality migrant child care center, there are many who need additional considerations to be taken into account with migrant programs which require additional funding and special assistance.

In the text of our testimony, we describe the need for additional funding for health services to be included in the health component. Due to the mobility of migrant families, health care is often sporadic due to the lack of accessibility or knowledge of community health services, as well as the mobility of the family. Most camps are located in rural areas set away from the local community resources.

We would recommend that bilingual personnel be available on each staff at the migrant child care infant care center so that they can work with the staff and family. Physicals and followup treatment are particularly important to include, as well as dental screening and followup. It is important also that health clinics be located near the camp or at least be available fairly regularly, once a week or once every 2 weeks, and a night clinic.

The social services component is particularly important with families who do have a lack of accessibility to community resources and language barriers in dealing with the English-speaking personnel and English forms that are usually the case.

We also would recommend that a bilingual social service person be available on each staff to work with the families and assist them in referrals.

The educational component has several unique areas of concern that would require additional funding and special assistance. Most migrant child care centers are centrally located in the public farm labor camps. These camps were built 10 years ago as a temporary housing solution for migrant families. The child care centers are deteriorating, as are the homes, with the result that much more administration and time, as well as money, must be spent in costly repairs throughout the season. Often requirements are minimal or handled in a makeshift fashion to meet minimal State standards.

We would ask that new or rebuilt child care centers with expanded capacities be provided; updated expanded housing for the families is also a critical need.

At present, only six small centers serve the babies of migrant families in California, with the result being that the children under the age of 2 have very few alternatives. We would hope that at least one infant care center would be available for each camp, though there is a tremendous need for more than just that.

School age care is a particular problem due to the limited space. Children who attend kindergarten and elementary grades often do not receive any care at all. We can serve most of the 5-year-olds, but often must close the door to the 6-, 7-, 8- or 9-year-old.

We would hope that additional space be allowed in the expanded facilities to allow for a school age component, or at least recreation programs be available and staff available for recreation programs to be organized in the camps.

The particular problem with staffing that we have is that the programs only run 6 months. We do have specialized requirements for the professional teaching staff that we will have to recruit, that is, they must be bilingual in order to work with the families and the children, they should have knowledge of the Mexican migrant culture, and we would hope that they would be able to recruit bilingual cultural staff so that the children would have appropriate adult models. In order to find teachers with these specialized qualifications who will stay for the 6-month season and not cause high turnover not only during the season, but between seasons, we would hope that we would be able to offer more attractive salaries and benefit programs to the staff.

We also are unique in the program operation time. Because we operate in a 5- to 7-month season, from May to October, as well as longer hours, we open at 5 to 6, sometimes earlier during peak seasons, there are additional costs incurred in that we have startup and closedown costs, we have a whole new operation at the beginning of the season and we close it down at the end of the season.

It is also important to have adult education classes in the camp, as well as specialized inservice training programs as a separate support component for our migrant child-care workers.

We have at this time very little opportunity to serve children with special needs and because of the limited staff, limited space, limited qualifications of our personnel in dealing with the handicapped, emotionally disturbed, or any other children with special needs.

We would hope that Federal support of the child care food program would continue as the nutrition component is particularly important in the migrant children's centers where we have a number of children who do have severe malnutrition problems such as anemia and dental care. We are very thankful that the child care food program has been available to help us meet the needs and provide nutritious, well-balanced meals while the children are in care for 12, 13 hours.

Parent conferences and meetings are important, though it takes staff time to be able to meet with the parents in the evenings or Saturdays and we would hope that budgets would allow for this additional time that the staff spends.

Local child care agencies often receive misdirections because of differing and inconsistent policies of various state agencies who have overlapping responsibilities for migrant child care operations. It would be very helpful if agencies such as migrant education, State Department of Education, migrant services, housing, and State Department of Health, would coordinate their services and form consistent policies to further assist local agencies.

Finally, because of migrant children crossing State lines, it is appropriate that we do receive increased supplemental funds from the Federal Government.

I also would like to state that it is not restrictive to have us under the FIDCR adult-child ratio requirement since the migrant children in our care do have special needs for a higher ratio than are presently allowed under the State adult-child ratio.

Thank you very much.

Senator CRANSTON. Thank you.

[The prepared statement of Ms. Clement follows:]

CHILD AND HUMAN DEVELOPMENT SUBCOMMITTEE HEARING

Senator Alan Cranston, Chairman

November 25, 1977
San Francisco

"Diversity in Child Care Delivery Systems (Panel III)"

Migrant Child Care

Testimony of Eleanor E. Clement, Program Supervisor
Continuing Development Incorporated
1680 The Alameda
San Jose, California 95126

Continuing Development Incorporated (CDI) is a private, nonprofit educational agency which contracts with the State Department of Education, Office of Child Development for the operation of nine preschool and day care centers in California. Two of these centers serve migrant children, aged two to five years; one migrant infant care center serves babies from six weeks to two years of age. In a previous agency, Ms. Clement has also coordinated program efforts of nine migrant child care and two migrant infant care centers in the Central Valley of California.

I. Current status of Migrant Child Care in California

A. Availability of Child Care Services

At present migrant families provided with day care services are served in 37 individual sites; 25 federally funded flash-peak farm labor camps throughout the state, six migrant infant day care centers and six out-of-camp centers. These centers serve approximately 1,900 migrant preschool children and infants. It is estimated that there are 62,000 migrant children in California aged 0-5 years.

Alternatives for the children who are not served in the state-funded centers are the fewer private day care centers provided by growers, or to be taken to the fields to stay in hot cars or left at the camp under the care of school-age brothers or sisters.

B. Characteristics of the Population Served

Ninety percent of the farm workers in California are Mexican or Mexican-American with home bases in Mexico , Arizona, Texas, or New Mexico, though 51% of all migrants in the United States are Anglo according to the U.S. Office of Education. California migrants are predominantly monolingual Spanish-speaking, two-parent working families with an average annual income of $4,300.

Migrant families usually cross state lines more than once in a single five to seven month growing season in pursuit of agriculturally-related work. Families based in the federal farm labor camps work long hours which includes long commute hours. Steady employment and work hours may frequently be determined by crop availability.

C. Funding and Guidelines

Migrant child care programs in California are presently funded with a combination of state and federal funds. In 1977-78 the state allocation was $2,067,800 including $457,000 from the ESEA Title I supplement and which is not a portion of the Title XX federal funding, and $457,000 from the Employment Development Department (EDD). Consequently, the guidelines for operation of the migrant centers are not tied to the federal agency day care requirements. The costs of migrant child care are reimbursed on the basis of average daily attendance achieved versus an attendance goal. The goal is set according to the capacity of the center, the population of the camp, and the availability of funding. The number of infants served for a given amount of dollar resources will be fewer than the number of children aged two and above because the resource requirements (particularly an adult/child ratio of one to four compared to one to seven for older children) are much greater. Infant care costs are 20% to 30% more than child care.

II. Special Needs in Migrant Child Care Programs

Although all of the components of a comprehensive child care operation are also essential for the establishment and maintenance of a high quality migrant child care program, there are many unique, additional considerations to be taken into account with migrant programs which require additional funding and special assistance.

A. Health Component

Due to the mobility of migrant families ,health care is often sporadic due to lack of accessibility or knowledge of community health services. Most camps are located in rural areas set away from local community resources. Health agencies often do not have bilingual personnel to assist families with problems or with forms printed in English. Children are often over-immunized as they travel from one program to another due to lack of record keeping and often are not able to receive necessary diagnostic or follow-up care from health agencies set up to serve local residents. It is also difficult for families to secure Medi-Cal cards due to differing policies from state to state which also limits care.

Recommendation: Clarification of funding base for health services to children in migrant programs with additional funds for on-site, bilingual health personnel, physicals, and follow-up medical treatment. Health facilities need to be located near the families and funds need to be available to secure help from private resources where public services are not meeting the needs. Dental screening and follow-up must also be included in funding as many of the children require extensive dental treatment. It is cost-effective to diagnose and treat many health problems while the child is young for early intervention and prevention of more serious problems which may be costly to treat in the future and detrimental to the child's development.

B. Social Services Component

In working with migrant families much energy and staff time must must be spent in social services assistance. Because of the language barrier and lack of familiarity with local community agencies it is often difficult for families to secure basic services. Referrals made by the child care staff need to be followed through with support to the families in identifying the agencies, contacting the agency personnel, occasionally transporting parents to agencies, and assisting with translation of farms and interpreting for families to agency personnel.

Recommendation: Additional support in the child care programs of a bilingual, bicultural staff member specifically trained in community resource services is essential. Helping families solve basic social service problems helps the children we serve in the day care programs.

C. Educational Component

1. Lack of adequate child care facilities. Most migrant child care centers are centrally located in the public farm labor camp. The camps themselves were built ten years ago as a temporary housing solution for migrant families. The child care centers are deteriorating (as are the homes) with the result that much more administrative and staff time as well as money must be spent on costly repairs to be minimally acceptable by state standards. Often requirements such as a staff lounge, isolation area, adequate storage space, or appropriate shade structures in the play yards are lacking or met in makeshift and definitely sub-standard ways. Adequate heating, air conditioning and ventilation are often problems where costly repairs take place throughout the season.

   Infant care centers with their specialized requirements are also a matter of concern. The child care and infant care centers often cannot serve all of the children in the camp due to limited space, let alone the many migrant children outside of the camp whose families were not lucky enough to secure one of the camp houses.

Recommendation: Funds be allocated through Migrant Services Divisions of the State Department of Education to build appropriate child care facilities or undergo a serious renovation of existing facilities. The new or rebuilt centers should be expanded to serve the many migrant children as yet unserved. There is a great need to update and expand housing for the families as well.

2. Infant Care Facilities. At present only six small centers serve the babies of migrant families in California with the result that children under the age of two are often left in hot cars or by the sides of fields or in one of the un-airconditioned houses under the care of a school-age sibling.

With the increased knowledge of infant development and awareness that these early formative years are critical in terms of learning potential, basic trust, as well as health, it is imperative that the needs of the youngest of the migrant children do not continue to be neglected. There are no viable alternatives for quality care for the families. We must begin with the infants in providing services. Additionally, when infant health problems are identified, early diagnosis and intervention can take place, which is much more cost-effective than waiting until the child is older.

Recommendation: At least one properly designed and constructed infant care center should be available at each camp site.

3. School-Age Children   Due to limited space the children who attend kindergarten and elementary grades do not receive any care at all. We can serve most of the five year olds, but often must close the door to the six, seven, eight or nine year old with just as much need for supervision and care after school.

Recommendation: Additional space in the facilities would allow for a school-age component. A minimum recommendation would be to make funds available for a recreation program to be organized for school-age children in the camps.

4. Staffing: Staffing the migrant child care programs with a continuous group of qualified professional teachers is an on-going and difficult task. Centers are in operation only five to six months. They are usually located in peripheral areas of rural communities. Specialized skills are required such as the ability to speak both Spanish and English to be able to communicate effectively with the children. Also, knowledge of the Mexican culture, and more specifically, the migrant Mexican culture, is important so these elements can be incorporated into the curriculum. Staff that is culturally similar to the children is extremely important to provide Mexican adult models for the children. In programs where children are in group care for 12-13 hours a day, it

is also desirable that male staff members be available to the children. In infant care programs we need to recruit not only bilingual staff but staff trained in infant care and development, a rare combination indeed.

Recommendation: In order to make the positions attractive to people with the specialized requirements needed, we must be able to offer attractive salaries and benefits. High staff turnover during the season and from season to season make it extremely difficult to offer the children a cohesive program with staff continuity.

Volunteers are also not as feasible for migrant programs as they are for year-round reisdential child care programs due to the location of the camps. Also, it would not be desirable to have a parade of different adults even if they were available, given the critical need for consistency of adult-child relationships. Besides regular staff, substitute teachers are also a rare commodity and essential to the operation of the center. We need funding to make substitute pay attractive.

5. Program Operation Time Migrant child care programs are unique in that the duration of the season is only five to seven months between May and November, requiring a complete opening up of the center and closing down of operations in the fall. Start-up and close-down costs are not taken into account in funding center operations which is a hardship on programs. It is often difficult to determine actual opening dates, too

due to varied growing seasons and the farm worker needs from area to area. Additionally, the day's operation is considerably longer than a typical residential day care operation, as children arrive at 5:00 a.m. (or earlier during peak season) and often stay as late as 5:00 p.m. or 6:00 p.m. The centers are typically open on holidays as needed. The need for Saturday care has also been evidenced.

Recommendation: The additional costs of operating an intense six month operation needs to be taken into account and additional funds provided.

6. Career Development Programs: It is desirable to have staff members from the local community. By having career ladder options and training programs available at the center, we can offer the children a teaching staff that is linguistically and culturally similar to them and offer the adults an employment option where additional vocational skills can be learned.

   Recommendation: Effective career development ladders be included in program development and money made available to bring adult classes to the camps such as English as a Second Language (ESL), child development, infant care, etc. Funding of specialized inservice training programs for migrant child care workers should be made available as a separate support component.

7. Adult-Child Ratio: At present migrant child care programs are funded by a combination of state and Title I monies. State

guidelines call for adult-child ratios which are the same for regular day care and migrant programs. Migrant children are in need of special services and more individualized attention given the language differences, the long hours away from parents requiring more individual adult-child interaction time, and specialized instructional programs offered which may be new to the children, and will include exposure to a new culture and readiness for a foreign school system. At present children (2-2.9) years of age in child care programs require a 1:4 adult-child ratio. This is a most appropriate ratio. However, appropriate funding for additional staff has not been forthcoming which causes a financial hardship on the center with many young children.

Recommendation: As migrant families do cross state lines, and as the federal regulations are appropriate for migrant child care programs, it is appropriate that migrant child care programs be supplemented to a much greater degree with federal funds. At present, federal support is 17% of our migrant budget. A figure of 50% would be more appropriate. It is also recommended that funds be distributed to local agencies through the State Department of Education, Office of Child Development in order to have continuity and cohesiveness between other child development programs in the state.

8. Children With Special Needs: At present staff is often not qualified nor are centers set up to be able to meet the special needs of handicapped, emotionally disturbed, or

mentally disturbed children. Lack of availability of adequate community agencies also make it difficult for center staff to be able to serve children with special needs who must often be excluded.

Recommendation: Additional funding be allocated for specially qualified staff should there be children in the camp requiring special care.

9. Liaison with Public Schools The migrant child care center is often the liaison between the camp families and public elementary schools. Additional responsibilities are often placed on center staff for working with parents, kindergarten teachers and principals to help improve the relations between the two groups.

Recommendation: Federal Public School Migrant guidelines should be changed to include a specific requirement for program planning in concert with staff of a feeder migrant child care program.

D. Nutrition Component

As all children require well-balanced, nutritious meals throughout the day to be healthy and be able to learn, it has been very helpful to have the Child Care Food Program make it possible to offer a full, hot breakfast and lunch as well as a mid-morning and afternoon snack. Many of our migrant children suffer from some aspect of malnutrition (e.g., anemia, dental caries) so that the nutrition component is especially critical and unique.

Recommendation: Continue to fund the Child Care Food Program so that programs will be assisted in providing this important component of a child care program.

E. Parent Involvement and Education: In order to work effectively with parents which is especially important when their children are in group care 12-13 hours per day, staff must work evening hours for staff conferences as well as special parent meetings. It is important, also, that staff who work directly with parents be bilingual.

Recommendation: Funding be available for additional hours required by staff to work with parents after working hours and for a bilingual liaison person between the center and families.

F. State Agencies: Local child care agencies often receive misdirection because of the differing and inconsistent policies of various state agencies who have overlapping responsibilities for migrant child care operations.

Recommendation: It would be very helpful if agencies such as Migrant Education, State Department of Education, Migrant Services (Housing) and State Department of Health would coordinate their services and form consistent policies to further assist local agencies.

III. Conclusion

Delineated above are a number of characteristics and concerns unique to the operation of migrant child care and infant care programs.

We have described the need for additonal funding for:

1. bilingual health personnel
2. physicals and follow-up treatment
3. dental screening and follow-up
4. health clinics located near the camps
5. bilingual social service personnel
6. new or re-built child care centers with expanded capacities
7. up-dated and expanded housing for families
8. at least one infant care center for each camp
9. additonal space to allow for a school-age component and/or recreation programs for school-age children
10. attractive salaries and benefit programs for bilingual and bicultural staff with special qualifications to work with Mexican children and in the infant care programs
11. start-up and close-down costs for a 6-month child care operation.
12. adult education classes in the camp for a specialized in-service training program as a separate support component
13. additional staff for children with special needs
14. maintenance of the Child Care Food Program
15. staff time for evening parent conferences and meetings

the need for increased supplemental federal funding, and greater coordination between various State agencies. The additional funds would provide tremendous assistance in helping to meet the diverse needs of the migrant children we serve presently and those who are yet to be served.

Thank you for your thoughtful consideration of the many critical issues in migrant child care today.

Eleanor E. Clement

Eleanor E. Clement
Program Supervisor

Senator **Cranston**. Mr. Park you may proceed.

STATEMENT OF STEPHEN PARK, BI-COUNTY COORDINATOR, RURAL COMMUNITIES CHILD CARE, UKIAH

Mr. **Park**. I am Stephen Park. I am from rural communities child care, which is a coalition of child care programs in Lake and Mendocino Counties.

I would like to enlarge upon Eleanor's testimony, since many of the problems that she outlined are problems that we share. I would like to talk about rural child care and the specific problems and advantages that rural child care, I feel, have.

First, I would like to speak about the idea of a rural area. There seems to be, due to the growth of the suburbs, a real lack of clarity about what is a rural area. I choose to think of rural as having geographic distance between populations, usually a single industry, timber and fishing in our area, and that industry is usually seasonal. There is usually one town with a population of 10,000 to 20,000, probably the county seat. In my case this is Ukiah. Mendocino and Lake Counties are approximately 4,000 square miles with only five locations that can be described as urban. Approximately two-thirds is classified as rural. The other component to rural is far from an urban area. We don't have resources to draw on that many programs do. A unique component to rural areas in California is—California rural areas seem to be very attractive to many people who live in other areas of the country and so what we have is a mixed population that is developing in many places in California, that is, you have traditional people who have lived there for generations ranging from native-Americans, Spanish-speaking people, farmers, to what we call new rural, people who have moved out of the city to get away from city life, they bring a real need for city services with them.

The kind of system that we have come to, and my program was started by community-based groups who met and spoke and planned for years about child care and the need for child care in their area. The system they came up with, and it happened to fit with the alternative child care bill here in California, assembly bill 3059, were funded under that program. Prior to that, there was one day care center in Lake and Mendocino Counties. This was in the city of Ukiah; there were some private day care homes, very few, spread throughout the two county area.

The basis of our system is an information and referral service. It is based on parental choice. Many times in our area there is a real lack of services and a lack of coordination of services between one small town and another, between county services, between the coast and the interior, and so on. We have found the information and referral service is a very important tool to present parents with a wide variety of services or to help them develop needed services. This ranges from babysitting to home day care to day care centers to migrant programs. We also involve ourselves in training programs, the home day care program, we involve various parental services, such as parental stress, health and nutrition and parent education. We try to help parents get the services they need from their local city and county government.

Therein lies the heart of our problems, problems of isolation and distance between areas, the seasonal nature of employment and unemployment, a declining tax base and increasing inability for rural areas to deal with the overwhelming demands being made on local government and services. We see ourselves as advocates for children and child care and we help parents organize services that they want and need. We are interested in maintaining parental control of services that they are interested in.

Our other problems center around Government regulations. For example, AB3059, a State funded alternative child care program, our funding source has many regulations that are inappropriate for rural areas. There are areas that we serve that don't have indoor plumbing, that don't have electricity sometimes, they don't have requirements cities and suburban areas take for granted, however children live there; families live in rural environments and the children are usually healthy and happy in their homes. Here is one of the real key problems to running a rural program. The other is how programs are funded. They are funded many times on the premise that their service is available and many times there aren't services available. Funding should be based on area realities not on bureaucratic regulations. One of the things that I like about working in rural areas is the sense of independence and local control each program has, presently areas share the real hesitancy to participate in Government programs. Just because the money is there is no reason; rural areas want to keep local control and responsibility for themselves and their children.

For example, one of the real hot debates right now in north Mendocino County is whether they want the Federal food program, whether it is not the parent's responsibility to see that a child is fed. I am sure this is quite different than many of the urban programs and suburban programs. It is something that people are very concerned about, that they maintain control over their lives and their children.

Thank you.

Senator CRANSTON. Thank you very, very much.

[The prepared statement of Mr. Park follows:]

NORTH COAST OPPORTUNITIES, INC.
Post Office Drawer 449 :: Ukiah, California 95482 :: Telephone 707 462-1954

REPLY TO:
RURAL COMMUNITIES CHILD CARE
POST OFFICE BOX 449
UKIAH, CA 95482
(707) 462-1954

November 23, 1977

Dear Senator Cranston and Committee Members:

Attached is a copy of the Testimony submitted by Rural Communities Child Care which is a coalition of Child Care groups in Lake and Mendocino Counties.

We thank you for the opportunity that enabled us to give you input on rural child care in California.

If you have any questions concerning my Testimony or Rural Child Care please contact me at (707) 462-1954.

Sincerely,

Stephen Park
Bi-County Coordinator
Rural Communities Child Care

The current debate of future Federal support of Child Care is a complex and highly emotional issue. Both adovcates and opponents of increased federal subsidies for Child Care seek to make that issue carry a great deal of extra baggage. The result is a plentitude of arguments, based on ideas about a number of complex social problems related to families across income scales, and concerning the role of day care in curing these Social problems.

The cause of day care supporters is a banner behind which a diverse coalition has united. This includes "workfare" conservatives, teachers unions, the women's movement, child development and social welfare professionals, and child care entrepreneurs. One of the few points of agreement is that expanded federal support for day care outside the family is innately good.

The opposing coalition is equally diverse. Opponents include fiscal conservatives, those who fear the breakdown of the family, and those who fear the takeover of all children by the government.

The issue of rural child care is another component in the complex debate. My testimony will deal with rural child care within the context of the above debate on child care. Some of the issues raised above will be directly or tangentially dealt with. Further, specifically rural issues and problems will be raised and discussed.

The differences between rural and urban has in recent years become cloudy. I am going to define rural in terms of population, distance and isolation. Areas with small populations spread out over a wide geographical area with few population centers can be typified as rural. The political level of coordination is usually county or more recently regional government. The components of limited population, geographical distance, and social/economic isolation give rural child care programs their unique flavor and unusual problems.

Initially, let us look at the needs of rural areas in terms of child care. A typical rural area will usually have one or two population centers (usually the county seat with populations of 10-20,000). These towns are supported either by service jobs (ie., county government, state and federal programs) or a single industry (timber, mining, fishing, farming, tourist). Employment in industry is usually seasonal and low paying. If one puts this within the context of inflation, the energy crisis, the declining economy, changing population patterns, limited local governmental services, and conservative resistance to government, a very complex pattern of child care needs emerges.

Further, one must consider the problem of declining local tax bases and the rise of taxes. The cause of this problem is a combination of inflationary spiral, declining industries, and changing patterns in land use. The latter is particularly crucial to rural programs. Taxable land declines partially due to increased appropriation by the government of rural land for recreation use (eg., Humbolt County Redwoods). This combination of declining revenues and the unfair redistribution of sales taxes makes it difficult for rural areas to support the rising need for social services.

Changing population patterns are reflected by the following trends; many people are leaving our congested urban and suburban areas to live in the country. This means a clash in life styles and values. Rural areas have various populations with traditional values such as farmers, Native Americans and spanish speaking peoples. Conflict between indigenious rural population values and "new rural" values make for a complex and difficult social environment. This has increased the need for rural services. Increased welfare rolls, single parent families and unemployed indigenous population have overwhelmed local services and resources. To ask local government to deal with such massive economic and social issues is positively ridiculous.

A change in funding patterns and formulas is needed to help rural areas deal with their particular problems. One cannot expect rural people to provide funding to pay for increased need of social services.

One of the key components in any plan for dealing with the social problems of increased welfare, unemployment, and the welfare retraining of people for new jobs is child care. In fact, Rural Communities Child Care has figures available that correlate declining welfare rolls with the provision of child care for welfare recipients. The obvious conclusion being that most people would rather work if subsidized child care is provided.

The keystone for rural child care is multiplicity of programs and parental choices. The primary element is a system of information and referral centers. Due to the problems of isolation, distance and lack of local child care, information and referral systems are paramount to insure communication both in an area and between other localities. These centers spread throughout the area should function as community information centers concerning available child care, other available family and child services, and as community advocates where no child care is available. Each I & R center should reflect local needs and desires.

This system of I & R centers should be worked with a variety of public and private programs. Because of the lack of services in rural localities, many times I & R programs will have to initiate programs if the locality expresses a need. Some of the types of programs that can fit into such a system are Home Day Care Centers, Center Based Care (both large and small), vendor-voucher payment, independent babysitters, Head Start, private and public pre-schools and private day care providers, migrant workers programs and culturally viable minority child care programs. The keystone to this system is local support and contact and area wide coordination.

The emphasis for I & R is to provide families with a reliable point of entry to locate child care services and to discover alternatives for child care for their children. I & R centers should develop services to meet parental choice, rather than having parents limited to choice of services provided in a locality.

Further, parental services such as parent education, health nutrition, early childhood education, parental stress can be developed through the networking of services. In other words, local I & R programs should be linked through a coalition to a central area I & R center. This would allow for the development and coordination of resources on a local, regional, state and federal level. The area coordination would enable local programs to share program expenses (bookkeeping, purchase of supplies, training) and increase awareness of services and resources available to local programs and consumers.

Further, this will help local programs deal with funding source reporting requirements.

This system will allow for parental choice, the greatest flexibility, local control, and shared program costs. It will also help eliminate the problems of isolation, distance, and lack of service endemic to a rural area.

As stated above, the problems of rural child care programs center around the realities of isolation and distance between populations, the low level of funded services and an increasingly wide variety of lifestyles. These actualities become problems when their uniqueness is ignored by state and federal funding source regulations. It is my contention that the vast majority of regulations and program evaluations have been developed for suburban and urban communities. These problems are further exacerbated by the lack of understanding, consultation, and consideration by the vast majority of legislators and bureaucrats of the nature and realities of modern rural life. Listed below are a series of typical problems faced by most rural child care programs in California.

Transportation - This is an expense usually paid for by parents. However, due to low income levels, distance to services, the lack of public transportation and the need to transport children to and from activities, transportation is an important factor in program planning and expense. This factor is often disallowed as a viable program expense. This is especially true in rural communities where services and activities are many times distant.

Communication - In order for various areas to communicate, a great deal of energy and time is spent travelling and/or talking on the telephone. Such activities as training, sharing of resources; meeting with other parents, teachers and providers; program coordination and program regulation, and state or federal reporting; is effected by the factor of distance. For example a simple matter of reporting to a funding source is complicated by the time mail takes to reach a central location. Phone calls are usually all long distance. These added expenses and communication problems are not alloted for by federal funding sources.

Lower Tax Base: The Governments attempts to enable agriculture to survive, provide recreation for city and suburban folk, deal with declining industry, and shifting populations, have combined to lower revenues available to rural areas. If child care programs are going to survive in rural areas then government has to allow for the above factors in funding programs. For example, there exists a need for social services due to a depressed economic situation. People who are involved in looking for employment or involved in job re-entry projects generally are in need of child care services. Local government does not have the available resources to meet these needs. If the state and federal governments do not allow for these problems rural areas will continue to stagnate and decline.

Community Attitudes - Many people in rural areas are caught in the social and economic bind of inflation, increasing prevalence of single parent families, the women's movement, and the need for both family members to work in order to make ends meet. This reality is at odds with rural social attitudes that reflect a simpler way of life; that of extended family, self help, and for mother home with her family and not working or on welfare. This clash in attitudes and values with realities often makes it difficult for child care programs to work with other governments and populations. Many times monies intended for child care at the federal level are used for other purposes. Often times programs are funded through responsive community agencies but are forced to fit into bureaucratic models designed for larger state and county institutions. This lag in changing values results in a different use pattern of child care in rural communities. Many parents are unaware of the possibility of consumer choice in child care. The only model for care has been the family. Here we have a clash between child care professionals, state and federal regulation, and consumer choices.

Fee Schedules - The present fee schedule, while generous to low income groups, exclude the moderate to middle income groups. In effect, this encourages continued segregation on a social and economic basis. This is a particular hardship on rural families because of the lack of child care services usually available in the various small towns.

Capital Outlay - Rural housing resources are generally unavailable due to the low standard of rural housing stock. Many residents of rural areas suffer from a lack of adequate housing. This is especially true for low and moderate income families. Further, available community facilities are usually inadequate and substandard. This is a problem that faces all day care systems (home day care, center based day care, vendor-voucher payment, private homes, and babysitters).

State and federal health, and licensing regulations make it very difficult for child care in rural areas. Capital outlay problems cannot be solved without an infusion of outside funds. By this I mean, development and improvement of local community resources. There is no need for a massive building program for child care. Use of existent and smaller new buildings enables money to be stretched further and results in more people involved in child care. (A good example of this is the minor capital outlay program funded by the state of California under AB 3059.)

State and Federal Regulation: Many of the health, licensing and program monitoring regulations drawn up for child care programs are for urban and suburban localities. To give some examples: In Home Day Care approval is dependent on a Health inspection. Some homes do not have indoor plumbing, lights or outside power for heating. While these homes meet local housing standards, they cannot be used for day care. Rural areas should not be made to comply with all regulations, Waivers or variances should be readily available (and I say easily obtainable - not a six month process involving many hours of paperwork.) There are many examples of regulations for cities being inappropriately imposed on rural populations. Needless to say what is needed is a flexible approach by governmental agencies to the various realities of lifestyle, and living conditions.

-- NOT EVERYONE NEEDS INDOOR PLUMBING!!

Lack of local resources- Most State/Federal funded programs act as if there is an already existing program in the federal area. In rural areas this is usually not the case. For example, in our area prior to the inception of our program (Rural Communities Child Care of Lake and Mendocino Counties), there was only one child care center and a few private home day care services available in two counties. Our program had to recruit and implement a child care program in 2 counties in one month. Further problems were lack of trained staff, few available facilities, and minimal local helping resources. In planning programs for rural areas one must always keep in mind that there are not the resources, pool of talent, or experience in cooperation with other areas, as exists in urban and suburban environments. Isolation, distance, and neglect are issues that have to be dealt with prior to setting up new programs. People usually resist the idea of child care until they begin to use the services. Change is slower here. It takes time for people to get together and talk about the new Information and Referral Center in town.

Conclusion: Rural child care programs are typified by a wide variety of life-styles (new rural, farmers, lumberjacks, Native Americans, Mexican-Americans); a fierce commitment to independence, self reliance, and the perservation of a multi-cultural rural environment.

As rural areas learn to cooperation with each other they will demand a larger voice in planning and implementation of programs.

In planning for rural programs a major component should be the implementation of more local control and less government regulation. Far to often have program regulation stifled innovation and community participation. Further, planners need to be aware of the revolution in life styles and population patterns occuring in California. The influx of people from all over the nation to California has put an intolerable burden on local resources.

As I have stated above the key element in any rural program is parental choice coupled to a viable Information and Referral system. These elements allow for local planning, local control and cooperation with other rural areas.

Rural child care is very different from other models of care giving systems. We pride ourselves on our independence and uniqueness. These are values that need to be nutured and expanded to child care programs on a state and national level.

Senator **Cranston**. Mr. Park, the special child care needs of rural areas have often been ignored. We tend to think more about urban problems sometimes and make regulations and laws that fit the urban and not the rural. That happens in many other programs beyond child care. On the other hand, your experience with child care needs in rural areas may give some insights that would be helpful in urban areas. Can you think of any examples of that?

Mr. **Park**. I think just how I finished up. The local control and the sense of independence on the part of communities and wanting to participate in the programs. Every area we go into, every small town, we have a town meeting and a lot of people show up and they really want to know what it is about, can we get funding for this. All of our areas have community boards with consumers and parents sitting on the boards, local teachers, farmers, pastors of churches, and various community members. I think far too often the Government goes in and gives and people get used to taking. They don't really participate in the services they are receiving.

Senator **Cranston**. Thank you very much.

Ms. Lewis, you are currently operating a program of center care that serves infants and handicapped children. You indicate you are planning a satellite program for family day care homes. Could you comment on the relative advantages and disadvantages of each type of care for the population that you serve?

Ms. **Lewis**. Well, we would like to integrate handicapped children into both settings. I think that you have both types of centers and family day care homes because parents want both types of situations. A lot of people want family day care homes because they want a small setting, they want several of their children to be together in a family day care home. Those can be really good. As an administrator, I have worked with some of those types of homes and it is harder to keep quality control with those than it is in a center where I can observe teachers every day, see that they have a lot of supervision. It is possible to do that, though, by providing funds for resource centers, with people who will go out and provide materials those people need, who can provide for the in-service training, who can provide referrals for occupational and physical therapists and that kind of thing.

The family day care providers, one of their main complaints is they have no one to relieve them if they are sick or if they have to take a child to a hospital, something of that nature, so there needs to be provision for the care that you have built in to a center program.

Senator **Cranston**. Ms. Clement, apart from the matter of funding, what do you see as the primary difficulty that you face in meeting the special child care needs of migrant families?

Ms. **Clement**. I think the lack of community resources is particularly difficult, that we cannot always tap into the local community agencies, if, indeed, there are agencies there. There seems to be on the part of many communities a reluctance to serve the migrant families because it is difficult to do so, it is difficult for the schools to work with a population that comes in and then is going to leave. Many of the places where we would ask for a diagnosis, say, of a child's need, they will say I'm sorry, the diagnosis is a prelude to treatment and obviously we won't be able to treat the child so, therefore, we won't serve them.

So many times we don't get support from the communities or we have to fight very hard for it, which causes tremendous problems, plus the language barrier that is often the case when the parents are trying to express their needs.

Senator **Cranston**. Thank you very much.

I would like to pose one question to the panel generally and solicit your comments as you see fit. It may not be possible or even reasonable that each of the many different types of programs and approaches we have heard about today—and I know there are others that we haven't heard about today—can be available in each community. How do you think the decision can be made and who should be involved in that decision as to what types of programs we would try to see to it are available in each community?

I know that is a tough question.

Mr. **Park**. That is a tough question. I don't know. These hearings are one way. Also, I find many of the people that I work with want some kind of services, but I also find that many times there are services available there, many services that are occurring that just really need to be brought together and coordinated and have people made aware of. In terms of priority, sharing of information and coordination I see as being an important priority, to make money go the furthest.

Ms. **Clement**. I would think, too, that it is important to have input from the various groups that have been represented here so that whenever some money is available that they be coordinated through a central source and we have a variety of programs represented when the decisions are made about how the money is to be spent, so everyone's concerns would be represented on some kind of an advisory group to the agency that is distributing the funds.

Ms. **Lewis**. I would agree with what Eleanor has said. I think it is also important not just to give money for the child care programs, but to look to funding resources and technical assistance groups because any of the people who are providing care are not going to be able in a cost-effective way to provide their own training, their own resources or specialists if they are mainstreaming, this sort of thing. That can be done in the most cost-effective way by having, you know, special groups who do that and partial out these services and combine and coordinate services.

Senator **Cranston**. Thank you very much.

Sam, do you have any questions?

Senator **Hayakawa**. Yes; please, Mr. Chairman.

Mr. Park, I was fascinated with what you said about the need for local autonomy and local control. I would like to ask you a couple of questions about this. You say your child care program is confined to Lake and Mendocino Counties. Where do you get your funding now?

Mr. **Park**. I believe all of our funding comes from the State presently. It is an alternative child care program that was proposed in the assembly, I believe it was, 2 years ago. It was passed and implemented last year. We received no funding locally and only indirectly through title XX funds do we receive some funding.

Senator **Hayakawa**. So it all comes from the State, then?

Mr. **Park**. That is correct.

Senator **Hayakawa**. I would like to ask the same question of Ms. Clement, how is yours funded?

Ms. **Clement**. We contract directly through the State Department of Education Office of Child Development.

Senator **Hayakawa**. There are no Federal funds involved in that?

Ms. **Clement**. At this time, no.

Senator **Hayakawa**. Mr. Park, do I understand that you are simply giving testimony here as to the nature of your program and the problems connected with it, are you, in addition to that, asking for Federal intervention in the program in the way of subsidy? Would you prefer that you got some money from the Federal Government, that is what I am asking.

Mr. **Park**. In terms of money, it is hard to say no to it.

Senator **Hayakawa**. I understand that, but you also have made a very strong statement that you wanted local control too. If that local control is jeopardized by Federal funds, then you would have some hesitation about accepting Federal funds, is that right?

Mr. **Park**. That would be true, too. I think that would have to be a local decision. That would certainly be under very serious discussion and that is one of the negative things I feel right now in the State funding is this.

Senator **Hayakawa**. Even in the State funding you don't have as much local control as you would like?

Mr. **Park**. That is correct.

Senator **Hayakawa**. If the funding comes from Washington, D.C., it will be a long distance away, though, won't it?

Mr. **Park**. Well, that is one of the advantages of Washington, D.C.

Senator **Hayakawa**. It is also one of the disadvantages too that you can't reach them when you want them.

Mr. **Park**. Well, send a local representative out and we will be glad to talk to him.

Senator **Hayakawa**. I would like to continue with some questions for Ms. Clement.

Senator **Cranston**. I have one followup question for Mr. Park.

What do you mean you get indirect title XX funding?

Mr. **Park**. Well, I believe the State of California uses title XX funds after they wash them through the State government. That avoids Federal child care controls which was an issue, at least at the top administrative level.

Senator **Cranston**. So you are getting some Federal assistance by an indirect method that cuts off any controls?

Mr. **Park**. That is correct. As I understand title XX controls, they really aren't that complex.

Ms. **Chalmers**. I would like to correct that.

Senator **Cranston**. Would you speak a little louder and identify yourself.

Ms. **Chalmers**. My name is Martha Jo Chalmers. I am with the Department of Education, Office of Child Development.

At this point, the alternative child care funding is entirely State funds. There are no title XX Federal dollars in the alternative child care program in the State of California.

Senator **Cranston**. Thank you.

Mr. Park. Thank you. I didn't know that myself.

Senator Hayakawa. Ms. Clement, you say it is estimated that there are 62,000 migrant children in California, of whom 1,900 are enrolled in preschool and infant programs. How is that—is that figure of 62,000 pretty accurate?

Ms. Clement. That figure is from a consultant in the State Department of Education. He just did a special report to update the migrant team of the State Department of Education.

Senator Hayakawa. Well, it is a very, very tiny proportion of the children involved, the ones that actually get any service from your facilities.

I would like to ask some further questions about the Spanish-speaking and working families.

As I understand, from my slim knowledge of the Mexican-American culture, there are very strong family ties there. Many of the migrant workers have family ties in villages in Mexico, as well as family ties among their own kin.

Ms. Clement. Or home bases in New Mexico, Texas, or Arizona.

Senator Hayakawa. I see. They also have home bases here. The family structure there is pretty strong?

Ms. Clement. Very strong.

Senator Hayakawa. Much stronger in them than in the average American community?

Ms. Clement. I would say so.

Senator Hayakawa. That is the impression that I get, too.

To what degree is the practice—is there still a practice of whole families going out into the field together, papa, mamma, all the children going out and harvesting and doing agricultural work? I know it used to be a custom.

Ms. Clement. According to the child labor laws, they are not allowed to bring children into the fields.

Senator Hayakawa. I understand that. That no longer permits this. Has this had an effect on the unity of the family?

Ms. Clement. I don't think so at all. The parents tend to want the children to be involved in an educational process. They want the children to be involved in quality care programs and/or to go to school.

Senator Hayakawa. I see.

Ms. Clement. We do have an experience with the cherry-picking population which is predominantly Anglo, which is very interesting, in Lodi, Calif. They were very, very upset that the families could not stay together and that the older children were not allowed to help the family earn the income, which was their role before.

Senator Hayakawa. I am very much interested in this matter of whole families going out together and working together. It is a very important part of education for the children, too, it seems to me.

There is another question about these—of these Mexican-Americans or Mexicans that you speak of, some are Mexican and some are Mexican-Americans and some are illegals or undocumented. The fact that the parents are undocumented does not affect whether or not you will deal with them in your educational centers?

Ms. Clement. Most of our programs are operated in the federally funded farm labor camps. They have to go through a series of eligibility requirements in order to get into these camps. We do not feel it is our job to be a police agent at all so that any child who comes to the center needing care who has gone through the eligibility processes, we serve.

Senator Hayakawa. Then someone else takes care of the police aspect of it, then.

Ms. Clement. Yes.

Senator Hayakawa. To what age do you take care of the children?

Ms. Clement. At this time, we are pretty much limited to 5, zero to 5. The young children are 6 weeks to 2 years. The rest of the children are up to 5.

Senator Hayakawa. I would like to ask you the same question that I asked Mr. Park. Would you like to see a greater Federal involvement? There already is a Federal involvement in the camps, is there not, and those are federally managed.

Ms. Clement. I would like to see a tremendous more involvement of the Federal Government. Our families cross State lines and they usually are directly related to the Nation's economy, and the transportation from State to State would really make it appropriate that Federal funds be involved in migrant programs.

Senator Hayakawa. If Federal funds were involved, would it make the care of the individual child as a child goes from State to State with parents, they are migratory, would that solve any problems that now exist?

Ms. Clement. There are systems now that are federally funded that are helping this situation, such as the migrant student record transfer system. This is where significant information is put on a computer and follows the children. It is based in Little Rock, Ark. We do participate in that. That has been very helpful.

Senator Hayakawa. How far does a Mexican worker go throughout the United States? Does he go throughout the United States pretty much?

Ms. Clement. There are three major migrant streams. On the east coast it is predominantly the black, the black population. Through the central part of the Nation, they are predominantly white Anglo. In fact, California is unique in that we have about 90 percent of the workers being Mexican and Mexican-American, and 51 percent of all the migrant workers in the United States are Anglo.

Senator Hayakawa. Fifty-one percent of all migrant workers in the United States are Anglo?

Ms. Clement. Yes.

Senator Hayakawa. But the heavy concentration in California is Mexican. About those Mexicans, do they tend to concentrate in California, Texas, Arizona, and New Mexico, or do they spread around the country?

Ms. Clement. I think the heavy population is here on the west coast, though there are some who do travel.

Senator Hayakawa. Insofar as they have problems in common with the migrants from other nations, a Federal program would be desirable?

Ms. Clement. Yes.

Senator Hayakawa. Thank you very much.

Senator CRANSTON. I would just like to follow up on what Senator Hayakawa was asking and ask you and also Sam, who we are going to be working with on this legislation, this question about the Federal role in all of this. Isn't the main reason for an expanded Federal role, if there should be an expanded Federal role, to provide more funding so that we assist more families and more children who just don't get help now because there is inadequate funding? The Federal Government presumably has the best source of funding, the fairer source from the broader income tax as against the property tax or the sales tax—which are the primary ways that local government gets any funding if they are going to perform a larger role—which tend to be taxes, I think, that are less desirable. Then on the issue of Federal voice in how the money is spent, it would seem to me that the Federal Government's role should be limited to doing only what is necessary to insure that the taxpayer's money is well spent and leave local options beyond that to the maximum degree possible in local hands. Is that a summary of what the issues are, the main issues about Federal involvement, as far as you would see it?

Ms. CLEMENT. I would say that distribution of the Federal funds through the State Department of Education Office of Child Development would insure continuity with other child development programs in California, which is very desirable.

Senator CRANSTON. Yes. That is one way to funnel the money through appropriately.

Any other comments on my effort to summarize what the real issue is?

Ms. CLEMENT. No.

Mr. PARK. I would like to add that one of the things I would like to see happen is that any bureaucracy that is involved in giving or handling or funneling the money, involves themselves in a dialog with local programs concerning exactly, you know, what does it mean to protect the taxpayer's interest and how far do we need to go.

Senator CRANSTON. Yes.

Sam, do you have anything more?

Senator HAYAKAWA. No.

Senator CRANSTON. Thank you very, very much. You have been extremely helpful.

Senator HAYAKAWA. Thank you. Thank you very much.

Senator CRANSTON. We now go to a panel on a different aspect of these programs. The topic now will be quality in child care programs, with the following witnesses on this panel: Arlyce Currie, Community Care Facilities Advisory Board of the California Department of Health in San Francisco; Julie Marsh, Parents and Workers United for Child Care, San Francisco; Sue Brock, California Children's Lobby, Santa Barbara.

Ms. Currie.

STATEMENT OF ARLYCE CURRIE, MEMBER, COMMUNITY CARE FACILITIES ADVISORY BOARD, CALIFORNIA DEPARTMENT OF HEALTH, SAN FRANCISCO

Ms. CURRIE. I am Arlyce Currie. I am a member of Bananas, which is an information and referral service in the East Bay. I am also a member of the Department of Health Community Care Facilities Advisory Board, which, among other things, writes regulations on child care.

I was asked recently at a meeting of experts writing regulations for child care and other community care services, "What are your standards?" "For child care, my standards are what parents want," I said. "In other words, you have no standards," said the expert.

The battlefront of defining quality and standards in child care generally consists of those who know and would protect the children even from their own parents, and those who trust and would want parents to have choices and make informed decisions.

Of course, as in every battle, the sides are not so clearly defined or as objective as people would want. But, then, quality itself is subjective. What one person sees as quality child care for her child, another vilifies. In my 5 years of experience as a child care advocate with Bananas, and as a parent, I have come to realize that quality is synonymous with diversity, that I would want to avoid a monolithic child care system as some have proposed.

Every child's needs are different, as are their parents'. In order to begin to meet the whole family's needs, a wide variety of options must be available. This is not to say that there isn't a bottom line, but that bottom line, in my mind, does not include a list of toys that have to be on hand or what activities must be included each day or even how much physical space is necessary per child. The bottom line in providing quality care is that a provider is doing what she or he wants to be doing. As it stands now, many people go into child care because they have no options of earning a living. Some want to do it and many don't.

People should have access to employment or security so they don't find themselves taking care of children because there is no other way to survive. Child care should not be seen as a cottage industry for the poor. Somehow the present licensing system or the current certification procedures, which are ostensibly there to obtain and maintain quality, don't do the job. What happens is that people who do child care suffer isolation, low prestige, and insufficient benefits. Those who genuinely want to be with children and care for them 40 to 50 hours a week burn out fast. Parents then find themselves making decisions based on what is available, not necessarily on qualitative evaluations, who has openings, who will take a child their child's age, who will work the hours required, and most basically and unfortunately, most often the deciding factor is who charges the least.

So the quest for quality is frustrated by the current market system of child care. A parent is either poor enough on the absolute title XX scale for her child care to be subsidized, and she can find an opening, any opening in subsidized care, or she pays full cost on the nonsubsidized market. This not only is inequitable for parents, but it creates a segregated class system for the children of this country. Within this same scheme of things, the child care workers themselves are stratified. Under no circumstances do I see child care as a properly valued and well-compensated job, but what happens is that the workers in the subsidized market get paid more than those on the outside. What we see is a system in which people who work with children of the lowest economic strata receive higher benefits, not high, mind you, but higher than those people who work with children whose parents earn $1 more than the title XX scale allows.

In the nonsubsidized system, the child care workers make little more than the minimum wage. It is all too clear that the job of child caring or that children per se are not what is valued or even why child care is subsidized at all; the political rationale of subsiding child care seems to be that welfare costs society too much and by some mysterious means we will wipe out welfare by paying for the care of some of the children in the lowest economic strata. Personally, I think this is short-sighted and self-defeating. In fact, the present system boomerangs and serves as an incentive to stay on welfare.

To illustrate this point, let me say that at Bananas we talk to people every day who are trying to make themselves self-sufficient, to get out of the vicious welfare cycle. A woman gets a low-paying job, she finds subsidized child care, her welfare grant is cut somewhat, but, never mind, she is on her way out. Then 6 months later she gets a raise and all of a sudden she has made too much to be eligible for a subsidy. She has to find care in the open market at the going rate of $140 or more a month. She doesn't collect food stamps any longer so the grocery bill goes up. She is not covered by medical now so she has to pay $50 a month for health insurance. Before long she can't cover her expenses and she is back on welfare. This isn't an isolated or far-fetched example. It happens every day. A parent, particularly a single parent, has to be very sure she can afford all the ramifications of getting off welfare. Only by instituting a subsidization system throughout, a sliding scale that has no arbitrary cutoff, can we value all children and achieve quality child care.

The possible ways out of this, short of full employment and a complete turnabout with regard to child rearing concepts, will have to come from a significant intervention in the market system, thereby insuring quality. This would mean, no surprise to anyone, pumping more dollars into the child care system. It would mean providing more breaks in the form of vendor-voucher plans and tax incentives, both for the parent and the provider. It would mean providing more information and support in terms of grassroots information and referral services. It would mean providing more options, ones that parents actually want and not ones that are necessarily the easiest to obtain. It would mean providing child care as a right in itself, not as a means to buoy up the economy, or to purchase cheap labor, or to wipe out welfare as a pathological symptom, because it ain't going to happen. It would mean that our children are worth caring for in themselves and that parents are worth listening to and supporting.

Thank you.

[The prepared statement of Ms. Currie follows:]

BANANAS

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TESTIMONY ON QUALITY IN CHILD CARE PROGRAMS FOR THE SENATE SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT — SAN FRANCISCO, NOVEMBER 25, 1977.

I was asked recently at a meeting of experts writing regulations for child care and other community care services "What are your standards?" "For child care my standards are what parents want," I said. "In other words, you have no standards," said the expert.

The battlefront of defining quality and standards in child care generally consists of those who Know and would protect the children even from their own parents and those who Trust and would want parents to have choices and make informed decisions.

Of course, as in every battle, the sides are not so clearly defined or as objective as people would want. But, then, quality itself is subjective. What one person sees as quality child care for her child, another vilifies. In my five years of experience as a child care advocate with BANANAS and as a parent, I have come to realize that quality is synonomous with diversity, that I would want to avoid a monolithic child care system as some have proposed. Every child's needs are different as are their parents' and in order to begin to meet the whole family's needs, a wide variety of options must be available. This is not to say that there isn't a bottom line, but that bottom line does not include a list of toys that have to be on hand or what activities must be included each day or even how much physical space is necessary per child. The bottom line in providing quality care is that a provider is doing what s/he wants to be doing. As it stands now, many people go into child care because they have no options of earning a living -- some want to do it, many don't. Child care should not be seen as a cottage industry for poor women. Somehow the present licensing system or the current certification procedures -- which are ostensibly there to obtain and maintain quality -- do not do the job. What happens is that people who do child care suffer isolation, low prestige and insufficient benefits. Those who genuinely want to be with children and care for them 40-50 hours a week burn out fast. And, parents then find themselves making decisions not necessarily on quality but on what's available -- who has openings, who will take a child their age, who will work the hours required, and, most basically and unfortunately most often the deciding factor, who charges the least.

So, the quest for quality is frustrated by the current market system of child care. A parent is either poor enough on the absolute Title XX scale for her child care to be subsidized or she pays full cost on the non-subsidized market. This not only is inequitable for parents but creates a segregated class system for the children of this country. Within this same scheme of things, the child care workers themselves are stratified. Under no circumstances do I see child care as a properly valued and well-compensated job, but what happens is that the workers in the subsidized market get paid more than those on the outside. What we see is a system in which people who work with children of the lowest economic strata receive the highest benefits -- certainly not undue benefits, mind you -- while people who work with those children whose parents earn $1 more than the scale allows make little more than the minimum wage. All of this is further complicated by the fact that even those parents who meet the Title XX eligibility requirements cannot all be accomodated with subsidized child care -- there simply isn't enough of it. It is all too clear that child care as a job or children per se are not what is valued or why child care is subsidized at all. The rationale seems to be that welfare costs our society too much and, by some mysterious means, we will wipe out welfare by paying for the care of some of the children in the lowest economic strata. Personally, I think this is short-sighted and self-defeating. In fact, the present system boomerangs and serves as an incentive to stay on welfare. Only by instituting a subsidization system throughout -- a sliding scale that has no arbitrary cut-off -- can we value all children and achieve quality child care -- a valued and valuing occupation.

The possible ways out of this dillemma -- short of full employment and a complete turnabout with regard to childrearing concepts -- will have to come from a significant intervention in the market system, thereby insuring quality. This would mean, no surprise to anyone, pumping more dollars into the child care system. It would mean providing more breaks in the form of vendor-voucher plans and tax incentives both for the parent and the provider. It would mean providing more information and support, hopefully in terms of grassroots information and referral. It would mean providing more options -- ones that parents actually want, not ones that are necessarily easiest to obtain. It would mean providing child care as a right in itself, not as a means to buoy up the economy, or to purchase cheap labor, or to wipe out welfare as a pathological symptom. It would mean that our children are worth caring for in themselves and that parents are worth listening to and supporting.

A FABLE FOR SOME TASTES

Once there were two fruit merchants, fresh in the business and on their first trip to South America looking for bananas. One was sent by a large multi-national firm and went equipped with lots of plastic bags, one course in marketing and two in promotion. She wore white shoes and yellow-colored glasses. The other woman was sent by a group of people interested in eating bananas. She wore boots and went hungry. In Columbia, the Bonded-Banana-Procurer checked the uniformity of the skins and the color, according to her market-tested Color-Taste Correllators. The other buyer who was well-booted but not so well-heeled went deeper, climbed higher and peeled before she dealed. When their purchases were sent back and sold, the clearly packaged and uniformly labeled bananas sold, mostly it seemed, to people who varnished them and hung them for display. These bananas received licenses for good looks. The other bananas drew no applause for looks but they were eaten with pleasure. There are two morals here -- at least: That labels and packaging can make bananas taste like grapes, sour ones; and That you can't tell a banana by its skin. Only the quality of surface things is skin deep. As we say, only those who ear should judge by taste.

Respectfully submitted,

Arlyce Currie

Arlyce Currie
BANANAS & Member, Community Care
Facilities Advisory Committee,
California Department of Health

Senator CRANSTON. Ms. Marsh, you may proceed.

STATEMENT OF JULIE MARSH, DIRECTOR, ST. PATRICK'S DAY CARE CENTER, SAN FRANCISCO, ACCOMPANIED BY DOMINICA PAPAZIAN, PARENTS AND WORKERS UNITED FOR CHILD CARE, SAN FRANCISCO

Ms. MARSH. I am going to be sharing my time today with Dominica Papazian. She will speak first.

Ms. PAPAZIAN. My name is Dominica Papazian.

I represent Parents and Workers United for Child Care.

Parent-teacher communication is essential to quality child care. Parents should have an equal voice in the hiring and firing of staff and in curricula planning. When we send our children to school and to child care, we are not relinquishing our child rearing responsibilities to budget-minded bureaucracies. The child care center should concern itself with the needs and problems of the family, since the well-being of the family promotes the well-being of the child.

I do have some recommendations that I talked over with the parents in various meetings. These are some of the requests we would like to address ourselves to.

No. 1. We need 24-hour centers. Many parents work shifts other than 9–5 or 8–4. There are people that work in restaurants, hotels, and night shifts and they are not provided for.

No. 2. We need weekend centers. Many parents have classes or work Saturdays and even Sundays.

No. 3. We need infant care.

No. 4. We need sick child care. Children often go to school sick, contaminating everyone and prolonging their recovery, because parents cannot afford to take time off.

No. 5. We need neighborhood centers with a home atmosphere for small numbers of children per center.

No. 6. We need transportation. Minibus-type vehicles to take children on field trips and even drop and pick them up as parents need.

No. 7. There is a need for flexibility. Many parents would like to take their children out of school on their days off, but they are afraid to lose their place in the center.

No. 8. Involvement of guests in the centers, artists, musicians, actors, scientists, et cetera, that could come and talk and inspire the children. There should be a special fund for this.

No. 9. A need for complete health care (mental, nutrition, dental, physical) through school nurses assigned on a regular basis working with parents and staff to insure well-being of children and family.

No. 10. Physical education program is needed, including swimming, gymnastics, dance, et cetera.

No. 11. A need for grandparent types. Retired people in centers several hours a day giving children the opportunity to relate to older people to learn from them.

No. 12. A need for guaranteed funding to avoid yearly crisis facing centers today.

Thank you.

Senator CRANSTON. Thank you very much.

Ms. Marsh, you may proceed.

Ms. MARSH. Good morning. My name is Julie Marsh. I am the director of St. Patrick's Day Care Center, a community-based publicly subsidized center for children ages 3 to 6, as well as a member of Parents and Workers United for Child Care.

Any Federal legislation concerning child care must set high standards to insure quality programs. Recent legislation and administrative decisions in California have clearly undermined quality services. We must stop this attack.

The following is a brief outline of some of the components of a quality child care program:

No. 1. High quality teaching staff, trained in child development with experience in working with young children. Quality of staff can best be determined by a competency-based credential such as CDA.

No. 2. Good working conditions, wages, and school policies which insure low-staff turnover.

No. 3. The staff must have time individually and collectively to plan the program, set objectives, evaluate the curriculum, develop materials, and have regular in-service training. Funding must be provided so that this kind of planning can occur.

No. 4. Low staff-child ratio. FIDCR should be maintained and funds allocated to each program to hire the required staff. The present situation in California where a lot of programs have been shifted into State-only funding were to get around having low staff-child ratios. I feel that this situation makes it very difficult to maintain quality child care.

No. 5. Staff should reflect the ethnic makeup of the children serviced. Men and women and older and younger adults should be included in the staff.

No. 6. Curriculum should be based on ongoing assessment of each child. Activities should be developed to help every child increase his level of skills in all areas. Parents must be involved in setting goals for their children. In other words, child care programs should be educational and not custodial.

No. 7. Curriculum should foster understanding and respect for the cultural, racial diversity of this society. Anti-racist and anti-sexist values must be reflected in activities and materials. Staff must be encouraged to examine their own attitudes as they relate to working with children and parents.

No. 8. Curriculum should be bilingual when children served come from non-English-speaking or bilingual families.

No. 9. Nurses and/or doctors should make regular visists to every facility to provide preventive health care.

To insure the delivery of the type of services I have suggested, I have five recommendations for implementation:

No. 1. The type of service described above can most easily and effectively be implemented in small neighborhood centers. Centers should not service more than 50 children.

No. 2. Administration of such services must be streamlined. Presently, directors must spend a tremendous amount of time doing paperwork rather than developing their programs. Funding should be based on a contract grant system rather than on attendance, as is presently done in California.

No. 3. Funding must be adequate and stable. Presently, too many programs are demoralized due to the constant threat of cutbacks. Also, funding levels must be uniform. Presently, there is a tremendous discrepancy between various publicly subsidized programs, all serving title XX eligible families. By funding programs on the basis of how "cheap" the service can be provided, quality child care is undermined. That has got to be stopped.

No. 4. The Government must play a role in monitoring the quality of programs. There must be a shift from the present emphasis on bureaucratic procedure. Valuable staff and funding resources would be better spent in supporting direct services.

No. 5. Any Federal legislation which would set standards and insure funding for quality care must be binding on State and local governments, that is, no buyouts, such as the recent disgrace in California.

Thank you.

Senator CRANSTON. Thank you.

[The prepared statement of Ms. Marsh follows:]

TESTIMONY ON THE COMPONENTS OF QUALITY CHILD CARE PROGRAMS FOR THE NOVEMBER 25 HEARING ON CHILD CARE SERVICES

My name is Julie Marsh. I am the Director of St. Patrick's Day Care Center, located in the South of Market area of San Francisco. We are a community-based program serving thirty-five low income children, ages three-six whose parents are working or in training programs, funded primarily through the State Department of Education.

I would like to address the issue of the various components of a quality child-care program. There has been much discussion concerning the nature of child-care. Should programs focus on the education of young children - or should they be "social service" agencies primarily serving parents? A comprehensive quality child care program is both. It must have a curriculum which meets the specific educational needs of the child, at the same time supporting the whole family of which the child is a member.

Perhaps, the most important element of a quality program for young children is the teaching staff. To provide quality education, teaching staff must be trained in the basics of child development and have experience working with young children. Such training does not necessarily have to occur only in a college setting. Programs such as a CDA credential which require a teacher to demonstrate competencies necessary in working with children may in fact, be a better method of insuring quality staff. To insure consistent quality of performance, staff must have time individually and collectively to plan the program, set goals and objectives, evaluate the curriculum, develop materials and gain new skills and increased motivation through regular in-service training.

It is impossible to provide quality care with a high-staff turnover. Children must have familiar adults with which to establish relationships if they are to develop optimally. Unfortunately, there is a high rate of staff turnover in many centers due to low wages, poor working conditions, and the low status accorded to people working with young children. All these factors must be eradicated if we are to seriously talk about quality childcare.

Another essential component of quality care is a low staff-child ratio. Children must receive individual attention if they are to flourish and if staff are serious about implementing an educational program. I would strongly recommend that the FIDCR staff-child ratios, presently under attack, be maintained and that each program be allocated the funds to hire the staff required by FIDCR. (Presently, many community-based programs cannot meet FIDCR requirements although they know it would improve their programs due to lack of funds.)

Finally, the staff of a child-care center should reflect the ethnic make-up of the children serviced, should include men and women, and older as well as younger adults.

A quality child care program meets the educational, social, emotional, and health needs of the children serviced. A careful analysis of those needs must be made in planning a program. Staff and parents must set goals and objectives, do individual on-going assessment of each child and plan the curriculum accordingly. Each child should be helped to learn the basis skills needed to succeed in school and with other children and adults. A program which does not systematically help children learn is custodial, not quality care.

Early childhood is the time when values and attitudes are formed. It is our responsibility, as educators to insure that each child has self-respect and respect for others. To this end, our curriculum must begin to counter the centuries of racism and sexism endemic to our society. Staff must be encouraged to examine their own attitudes as they affect children and plan concrete curriculum which fosters understanding and respect for the various cultures within this society. In addition, bi-lingual curriculum must be used when the children served come from non English speaking or bi-lingual families.

Preventative health care is essential to a quality child care program. Nurses and/or doctors should make regular visits to every facility to examine the children, provide immunization, make referals when needed, and co-ordinate eye, hearing, and dental screening.

A quality child care program supports the whole family of the child enrolled both through providing services and involving parents directly in decision-making regarding the program of the center. Parents should be involved in setting the goals and objectives of the program as well as evaluation of the progress in meeting them on a regular basis. Parents should have input into the curriculum taught their children. They should also be directly involved in setting criteria for hiring staff and in the actual hiring and firing procedures. Parents should also have input into developing the budget for the program and fund-raising, when necessary. Such participation can be facilitated by requiring a majority of parents on the Board of Directors with parent-staff sub-committees to develop policies for the various components of the program.

Parent-teacher communication is essential to quality child care. Regular conferences should be held to discuss each child's progress, problems, and set goals for the future. Parents' attitudes and values must be taken into consideration in working with the individual child. In addition staff must foster a friendly environment, where informal communication concerning each child occurs daily. Parents are greatly supported by having other adults share their concern and responsibility for their child.

Parent education is another essential component in supporting families. Parents can select topics of concern to them in raising their children and, through workshops, have the opportunity to discuss problems with other parents and community resource facilitators to find new ways of coping.

At least one staff person should be responsible for co-ordinating parent activities and services. Services which should be provided include counseling on individual and family problems and finding other community agencies to meet specific family needs.

A quality child care program should be a community where parents staff, and children can share the joys and responsibilities of family life. In many ways, we can replace the extended family which in most cases no longer exists in our society. If this society is serious about supporting families and raising a healthy, competent future generation our vast resources must be used to ensure quality comprehensive type of child care services, available to all families who need them at a price they can afford.

To insure delivery of such services I have five further recommendations:

1. The type of service described above can most easily and effectively be implemented in small neighborhood centers. Centers should not service more than fifty children.

2. Administration of such services must be streamlined. Presently, Directors must spend a tremendous amount of time doing paper work rather than developing their programs. Funding should be based on a contract grant system rather than on attendance.

3. Funding must be adequate and stable. Presently too many programs are demoralized due to the constant threat of cut-backs. Also, funding levels must be uniform. Presently there is a tremendous discrepancy between various publicly - subsidized programs - all serving Title XX eligible families. This present funding inequality must be halted.

4. The government must play a role in monitoring the quality of program. There must be a shift from the present emphasis on bureacratic procedure. Valuable staff and funding resources would be better spent in supporting direct services.

5. Any Federal legislation which would set standards and ensure funding for quality care must be binding on state and local govenments: ie no "Buyouts" such as the recent disgrace in California.

Senator CRANSTON. Ms. Brock, you may proceed.

STATEMENT OF SUE BROCK, PRESIDENT, CALIFORNIA CHILDREN'S LOBBY, SANTA BARBARA

My name is Sue Brock. I am the president of the California Children's Lobby. I am also a single parent who has worked full time in the child care field for 9 years throughout California as a parent, an advocate, a program director, and a consultant to groups ranging from Chicano community co-ops to the State Department of Education. I have worked with every type of child care program and delivery system in existence.

The California Children's Lobby is a volunteer, statewide bipartisan advocacy organization formed in 1971 after the 1970 White House Conference on Children. Since the Children's Lobby's inception, child care has been its main legislative priority. In spite of this, most of the Lobby's successes have been in other areas of child welfare, such as the child health and disability prevention program providing a health assessment for all children and a comprehensive reform of the State's antiquated foster care system.

The Lobby has not been completely successful in its child care efforts because California has had two consecutive administrations which have been unwilling financially to meet children's needs. So the issue of quality in child care, from staffing ratios, licensing, curriculum, and credentialing to health, nutrition, and social service components becomes secondary to the central issue of our financial commitment to children. For more than a decade in California, "quality" has been synonymous with "expensive."

Let me give you some examples. During the Reagan administration, the "quality" fight was between custodial and developmental child care. And although in 1971, during the first year of the Children's Lobby's existence, 80 percent of Governor Reagan's cutbacks affected children, the California Legislature responded by placing all administrative responsibility for child care in the Department of Education—AB 99–1972. The legislature opted for developmental child care. The Governor liked to refer to these services as "Cadillac programs."

In 1975, during the first year of the Brown administration, all major child care expansion bills were vetoed. In 1976, 3,500 children were dropped from their child care programs due to lack of funds. The legislature memorialized the Congress to allocate more Federal money for child care—SJR 42–1976—and the Congress passed H.R. 12455 allocating nearly $24 million for child care in California—$240 million nationwide. But to date, not one penny of these funds has been spent to upgrade or expand California's child care services. Only $2.8 million was spent to maintain programs at current levels.

Instead, in 1976, Governor Brown supported AB 3059, allocating $10 million to demonstrate cost-effectiveness in child care through alternative delivery systems, such as vendor and voucher programs, and through the waiver of State and Federal standards and requirements. Governor Brown, borrowing from his predecessor, calls the existing child development services "Cadillac programs." The new, alternative child care programs are "cost effective" and the utilization of vendor and voucher payments "maximizes parental choice," according to the Governor.

But what do terms like "vendor and voucher", "cost effective," and "maximize parental choice" really mean? What is this administration really saving? There is nothing mysterious about "vendor and voucher" payments for child care. This simply means that the subsidy is given to the parent, who then must "choose"—find—a child care arrangement, or to a child care provider who has enrolled the child of a family eligible for subsidy. But the actual child care which the vendor or voucher payment buys is still provided in a center, a family day care home or in the home of the child—in-home care.

Why do vendor and voucher payments offer parents a choice of care? They don't! Only 25 percent of all families in need of child care find space in a licensed facility. Of these, only 10 percent find space in a child care center. Less than 3 of every 100 children has the choice of a child care center. In fact, the only choice for a large percentage of families receiving voucher payments is in-home care. There are no standards—there is no quality control of in-home child care. Quality is not an issue.

Why are vendor and voucher programs cost effective? They're not! They're cheaper; 80 to 85 percent of child care costs are in the salaries of the providers of care. Most of the vendor and voucher money is spent in family day care homes and in-home care. Family day care operators and in-home babysitters do not receive benefits such as health and unemployment insurance and social security. And to date, California has not mandated compliance with Federal minimum wage laws with any voucher subsidy in spite of the Fair Labor Law Standards of 1976 providing minimum wage coverage for all but casual babysitters. This is coupled with statistics—from a child care study conducted by the legislative analyst, mandated in AB 1244–1973—indicating that the average net income for family day care operators in California was $700 per year in 1974. Voucher programs are not cost effective. They're cheaper because the providers are exploited.

I want to make it clear that the California Children's Lobby supports real choices for parents and a variety of quality child care services including child care centers, family day care homes and in-home sitters. But, cost analyses of these programs clearly indicate that the costs do not vary when the providers are paid equitably. Once these program costs are equalized fairly, we can begin the real discussion of quality and all of the objective and subjective ways programs might be monitored and improved.

The California Children's Lobby urges this subcommittee to support increased Federal participation for child care, to specifically earmark all child care funds and to mandate compliance with Federal minimum wage laws. If the Congress does not stipulate how Federal child care funds may be used, it will be knowingly condoning a socially bankrupt method of providing desperately needed family and child support services. The Children's Lobby supports this subcommittee's consideration of these larger social questions as it grapples with the difficult task of meeting children's needs.

Thank you very much.

Senator CRANSTON. Thank you, Ms. Brock.

What is the effect on children's care of paying of less than a minimum wage?

Ms. Brock. Well, most people care for children between 8 and 12 hours a day. If they are on food stamps because they don't make a living wage and if they don't have any relief from their job, and if they don't have any training or support, they get tired, frustrated, and bitter. They are not really the kind of people you want working with your children. In addition, many people care for children because no other work is available to them. They care for kids as a last resort. Child care workers are the lowest paid people in California. You literally make more money cleaning toilets in the Capitol. If no one else considers child care work important, why should the providers?

Senator Cranston. If we were able to get substantial increases in Federal funding in order to provide more opportunities for children to get care, what, apart from the minimum wage, would you deem most essential for the Federal Government to do to increase the quality and how would you limit that so we don't get too much Federal intervention?

Ms. Brock. The Federal Interagency Day Care Requirements are sound guidelines for most child care programs. They require some overstaffing in infant care and understaffing in care for children of 7 and older, but generally they do insure quality and protect children. Increasing parent participation and community coordinating efforts further insures quality and parental choice and control in addition to curbing excessive Federal intervention. Current guidelines are really adequate. We simply need more money to expand services. There's nothing mysterious about it.

Senator Cranston. Well, what would you have the Federal Government do in terms of guidelines beyond what is presently done or would you have it do less?

Ms. Brock. I think the Federal Interagency Day Care Requirements should remain intact as guidelines. The Federal Government should demand minimum wage standards and clearly earmark all funds. And the Federal Government should support California's request for a waiver of the single State agency requirement for all title XX funds so that child care money could bypass the Department of Health and go directly to the Department of Education, the administering agency for child care in California. This would save interagency siphoning of funds at the very outset.

Senator Cranston. I would like to address this question to either you or any panel member that wishes to comment. Should educational enrichment be a mandatory part of any child care program and, if so, to what extent?

Ms. Marsh. I think that it should be mandated. I think that exactly what that means, again, has to be—there has to be a balance between mandating standards and also having individul programs, parents and staff, determining exactly how that should be implemented. I think there absolutely has to be support for the fact that children need to be educated when they are young, that that has to be part of what is mandated in Federal standards.

Ms. Papazian. As a mother, I have a 5-year-old, I don't want him to be in a school setting right away, sitting down and doing academic tasks. I would want a loving, family setting, more of a mother figure than a teacher figure. I am familiar also with after-school programs. I don't think it is fair for a child that has been in school 6, 7 hours, to go to an after school program and sit down and have to do more academic stuff. I mean, they have had it above their ears. Often these children don't have any time for play except maybe on a Sunday. Their parents on Saturdays are doing laundry and things like that, shopping. The only time they can really relax and be themselves is after school. I think they should have help with their homework. I don't think it should be mandatory, speaking of education, as far as academic subjects.

Senator Cranston. Some experts in this field have suggested that if parents were given an opportunity to evaluate their child's day care program, that would be one way to perhaps bring about some improvement, at least some recommendations for improving quality. Do you think that parents are able to fulfill that role? Do they have enough information generally to do so? If they don't, is there any way we could help develop that approach?

Ms. Brock. Parents in many instances are able to fulfill that role. As I said, I think it is a critical point. Child care agencies throughout the State right now are evaluated by outside consultants from the State Department of Education who come in, everyone knows when they are coming, they talk to the administrator, they talk to a couple of teachers, they look and count the toilets and that is your compliance review. I am being a little facetious. They do other things as well. They don't sit down and talk with children and they certainly don't get a chance very often to talk to the parents. As the parent of a child who has been in child care from infancy, and as someone who is in child care almost as a lifer, I can say that I know by walking into a center based on the noise level, the number of adults, how many infants are crying, and so forth, how many children are grouped around an adult, what the quality is. I can tell you when my child comes home and tells me what is going on in the center and she doesn't want to go back, I know pretty well that that is not a quality center. A child in a quality center wants to go back. Anyone who doesn't want to go back to the program, it is very likely they are not in a quality program. That is the kind of quality that is subjective, that is impossible to determine, and if we did parent and child satisfaction surveys, we would leave out a lot of programs that have probably been in existence in California since World War II.

Ms. Currie. As somebody who has worked in information and referral for 5 years, I think that that is one way of insuring that parents have the right to go out and choose what is the quality program for them. We send out—first of all, we do a followup with every call that comes in, every parent who calls us. Generally speaking they are not satisfied with the choices they have available to them today. They do know what they want, you know. They can't say I want this toy there and I want this person to be like that, but they want to have the opportunity to go around and choose. They do make a choice based on what is best in what is available right now. There isn't enough available.

Senator Cranston. Thank you very, very much.

Sam.

Senator HAYAKAWA. Yes. I would like to ask a couple of questions, especially of Julie Marsh.

Ms. MARSH. Yes.

Senator HAYAKAWA. When you say funding should be based on a contract grant system rather than attendance, can you explain that, please?

Ms. MARSH. Yes. Presently in California we have to count every hour a child is in the center.

Senator HAYAKAWA. Like the school system, it operates that way, too.

Ms. MARSH. That is average daily. This is hourly attendance.

Senator HAYAKAWA. Hourly attendance, I see.

Ms. MARSH. Which means that myself and my bookkeeper have to spend an incredible amount of time counting hours children are in the center. What I would propose is that attendance should not be the basis of funding. Funding should be based on expenses needed to operate a quality program. You have certain budget costs. If you have the Federal Interagency Guidelines for Day Care, you need *x* amount of teachers, you need *x* amount of aides, you need so much for materials, rent, et cetera. That is how funding should be determined, based on what your budget cost is, with some control in terms of audits. Auditors can analyze whether funds have been appropriately spent. We have to have an audit done each year. That audit can provide fiscal accountability. It shouldn't be based on attendance.

Senator HAYAKAWA. You don't like the school system of average daily attendance either, then?

Ms. MARSH. It is a very different situation. I am the director of a very small center. School systems have a centralized, computerized, system to handle attendance records and other types of recordkeeping.

Senator HAYAKAWA. Does the center have a predictable number of children per year so you can make a budget?

Ms. MARSH. Yes.

Senator HAYAKAWA. You say the Government must play a role in monitoring the quality of programs, they must shift from the present emphasis of bureaucratic procedure. How can the Government play a role in monitoring the quality of programs without more bureaucratic procedures than now exist?

Ms. MARSH. I am referring to the specific situation we have here in California where we are funded through the State Department of Education Office of Child Development. We have consultants, so-called consultants, and as Sue Brock said, my consultant comes in once every few months to tell us some new changes in regulations. It usually means we are going to have to throw out all the old forms, use some new forms, fill out everything differently. They never really want to know what is happening in our program. In my program, I could have my kids watching television all day and nobody would really know or care.

Senator HAYAKAWA. Then you want to add one more bureaucratic procedure?

Ms. MARSH. No. I would like to see the same staff, the same very large salaries which are allocated to the staff, come in to assist programs in developing quality services.

Senator **Hayakawa**. Do something other than what they now do?

Ms. **Marsh**. Exactly.

Senator **Hayakawa**. Good. Thank you.

On No. 5 there is a reference to something that I don't know about at all because apparently I wasn't in California when this happened. When you talk about Federal legislation which would set standards, et cetera, "no buy out such as the recent disgrace in California," what happened?

Ms. **Marsh**. What happened was prior to about a year ago community-based child care programs, such as the one I am the director of, was funded through matching State and Federal Government funds through title XX. Then what happened was that Governor Brown felt, and the legislature and various powers that be in the government felt, that they did not want to comply with the Federal requirements for staff-child ratios. They believe that child care is too expensive. The way to get around this was to buy out the Federal money with State money. They took the Federal money, put it in some other program and substituted State money for that Federal money so that we became State-only funded. In this way they were able to get around the staff-child ratio requirement. That is what I am talking about.

Senator **Hayakawa**. If they directly accepted the Federal money they would have to observe certain guidelines which they wished to avoid, is that it?

Ms. **Marsh**. Yes.

Senator **Hayakawa**. And those guidelines had to do with what, staff-child ratios?

Ms. **Marsh**. Yes.

Ms. **Brock**. I think it is important to add, some one earlier on mentioned that something nice that might happen in the future would be that all child care programs would have the same guidelines. In California right now there are four or five different sets of regulations. The only thing that is the same across the board are, in fact, the number of toilets.

Ms. **Marsh**. I just wanted to make one more comment on that. The community-based programs, that is, the programs that are private nonprofit programs and not part of the school system, were the ones who were bought out. The school system was allowed to maintain Federal ratios. The argument that was given was, that they have more money because they receive local taxes, whereas community-based programs do not. Therefore, since we receive less money to hire staff we should have lower quality. Our response is we want to have the funding necessary so we can hire the appropriate number of staff. We found that a very backwards kind of argument, not to mention discrimination against community-based programs.

Senator **Hayakawa**. Thank you very much.

Thanks to all of you.

Senator **Cranston**. Thank you a great deal. You have been very, very helpful.

Now we have a panel on information and referral programs, consisting of these witnesses: Patty Siegel, San Francisco Child Care Switchboard; Betty Cohen of BANANAS, Berkeley; Toni Novak-Sutley, Community Child Care Council, Santa Rosa.

STATEMENT OF PATRICIA SIEGEL, DIRECTOR, CHILDCARE SWITCHBOARD, SAN FRANCISCO; BETTY COHEN M.S.W., BANANAS, BERKELEY; AND TONI NOVAK-SUTLEY, CODIRECTOR, COMMUNITY CHILD CARE COUNCIL OF SONOMA COUNTY, CALIF., A PANEL

Ms. Siegel. I am Patty Siegel. I am director of the Child Care Switchboard, San Francisco.

I would like to introduce the members of the panel.

Betty Cohen from BANANAS in Berkeley and Toni Novak-Sutley of the Sonoma County Child Care Coordinating Council.

All of us are members of an informal network of resource and referral agencies throughout the State. This network meets regularly and we are able to help each other in terms of our own program development in a very exciting field.

Personally, I have worked at the Switchboard since 1972 and served as director since 1975. We provide comprehensive information and referral services to parents seeking child care and other child related services. As the parent of three young children and the organizer of a neighborhood-based playgroup, I was aware of the often painful difficulty and anxiety experienced by parents looking for child care arrangements that truly met their needs. Although information and referral services are a universally mandated social service under title XX, little specific data on the diverse and available child care services is maintained or disseminated by most county welfare departments. The hunt-and-peck method of finding child care costs parents and children precious time, energy, and adjustment. Our goal is to make available to parents updated information about the full range of child care services available or not available in San Francisco and to provide better utilization of child care slots available in public and private programs.

I think one of the really important things about our panel is that our services are not limited to the parents who are eligible under title XX. We are offering a referral service and resources to the entire community. That is something that is quite different from most publicly funded child care programs.

Our service emphasis has always had a strong focus and support for parental choice in choosing child care. Making the child care choice which best meets a family's needs requires updated information on the full range and availability of child care services in the community. Gathering and maintaining this information, which includes both formal and informal types of care, and referring it to the community is the core of our service and the service of other organizations like us.

I will save my concluding remarks until after we have heard from Betty and Toni who are going to talk about how their agencies serve parents and providers.

Senator Cranston. Thank you.

Ms. Cohen you may proceed.

Ms. Cohen. My name is Betty Cohen. I work at Bananas, a child care information service in Alameda County.

Our telephone at Bananas rings about 60 times a day. People call us for information about child care, babysitters, schools, carseats, where to buy inexpensive toys, how to organize cooperative babysitting, playgroups, programs for special children. They call us about child-rearing books, classes for children, parent workshops, flame retardant sleepwear. They call us about day care regulations, legislation, scrounge supplies and materials, toy lending and recycling. Everything, as we would expect, that has to do with children and families. People also call us about free food, clothes, furniture, doctors, lawyers, problems with welfare, television, any kind of emergency. They call us when they are desperate, crying, hysterical, distraught. They even call us when they are happy, and they often thank us.

At Bananas we are as interested now in the people who call us as we were 5 years ago when we began as a small parent-run playgroup exchange. We have, in fact, built our reputation on quality services for families. We believe that it is time for public services to offer quality comparable to the need. To what benefit is it to take the time, and it does take time, to what benefit is it to invest the energy, and it does take energy, to plan and deliver humane services. The benefits are for all of us, the people needing services as well as the people delivering the services. We at Bananas have made policy decisions throughout the years of our dramatic growth, from three calls each day to 65 each day, based on these benefits, and we have never regretted them.

A list of schools and facilities is just the very beginning in the individual family's search for child care. The real work, the complicated and important work of finding and choosing child care, involves all parents in a retrospective journey through thier own past experiences as well as in a contemplative journey into their future and their hopes for their children. Although most parents call with a simple "I need a babysitter now, can you help," they are usually concerned about and ready to discuss questions like do I really want to work and leave my child with someone else, do I feel that child care of any kind is good, did my mother work when I was a child, have I ever seen the kind of care I want for my child, how will I know or how will I feel when I find the right child care, how can I trust someone else to really care for my child, what if something happens.

In many ways, too complicated to discuss in depth here, these are questions which are common to all parents, cross-culturally, cross-economically. Despite the drastic changes in economic realities, with, for instance, 50 percent of mothers working, most people in the United States still find child care an unacceptable alternative. Parents still feel mothers should stay home to care for their own children. We hear about these feelings from thousands of callers, from AFDC parents to the financial elite.

An information and referral service truly designed to meet the real need most parents have to discuss and come to terms with these questions can never be replaced by a published list of child care facilities, a computer printout, or a recorded message. Such techniques have been seductive to Government in the past because on paper they appear to deliver results. A parent needs information about child care facilities, well, here is a list of child care facilities. What more is there? But with a true interest in supporting families and in helping them function more effectively, we must examine these kinds of questions. A list is just the rawest of data. In fact, it is usually outdated by the time of completion.

We are not speaking of some deep psychological session in which people spend hours examining their innermost thoughts and feelings with a psychoanalytically trained therapist, at $40 an hour, only to decide to hire a babysitter to come to their home for a few hours a week. Most parents must work and they must answer these questions to feel confident in their child's care. Quality information and referral services involve training telephone workers who do not tell parents what to do or what is best for them, but who learn to help parents strengthen their own decisionmaking skills. This staff does not need to have special degrees, licenses, or certification. They do need special qualifications, commitment, the ability to be a good listener, patience, flexibility, and the strength to discuss the basic, yet complicated, concerns about child care. Answering our phones over the past 5 years, we have had parents of all kinds, workers who came to us through CETA, workers who came to us from university education, but we have found categorically that parents make the best phone workers. They have, of course, as working parents, faced the same dilemmas. No worry is too insignificant to discuss: what if I am sick, what if my child is sick, and, a more important question like will my child care for the caregiver more than she cares for me. Working parents really understand these feelings.

All through our development and growth, we have made an effort to keep in touch with the parents who call for information. Now we receive 1,500 calls each month and when the time came to say we are just too big and we receive too many calls to follow up on all these people, we could not say let's just file away their cards and forget them. This was one of the many important policy decisions we had to make. Then we decided to come into the office in the evening to call back parents. The evening was the best time for parents because if they had found work and found child care, they would be working in the day. It was not the best for our staff, who also had families of their own. We had to find a way, and we did, to compensate our staff for this sacrifice and commitment. The compensation, I might add, was not financial. Following up on our referrals is also part of needs assessment. We find that although we have discussed many of the difficult questions with parents, almost 50 percent of those who found care remain unsatisfied and have settled for situations about which they are unhappy. They say that although they were clear about what they wanted, they were unable to find enough options in the present system.

In postulating a Federal child care policy designed to support families, we place our belief in people and in quality services at the foundation. We feel this belief is justifiable philosophically and we can prove that it is justifiable financially. It is not how much money is spent, but rather how it is spent. The same thing again and again. We started our service by having a garage sale and by using the $1 bills sent in by appreciative parents. We would suggest a Federal mandate committed to grassroots decisionmaking and community needs assessment. In the past when the Federal Government mandated such projects, it included all its components and services, and many of these projects turned out not to be applicable to the different needs of different areas of this country. Each community and the parents in it should have the right to decide on their own community system. They will assume the responsibility if it is given. Quality information and referral has the potential to coordinate not only what exists locally already and to maximize its usage, but to define unmet needs. Quality information and referral works by the good old-fashioned method, people to people, daily contact with people, being an integral and important part of the very population it serves.

It is not the particulars which concern us here (and they have been the concern of Federal policy in the past), but the broad parameters of what a successful information and referral group might look like, one designed to truly support families. It will be concerned with quality service, it will have a staff reflecting the community served, it will be willing to learn about the local community in a true outreach program, it will have policymakers as phone workers and it will provide staff support. Above all, such groups should be allowed to start the service with a simple and well-defined task, for example, the collection, compilation and description of the already existing services, and then be allowed to flourish and grow naturally in response to the needs uncovered in each community. This policy would mean Federal commitment to financial flexibility which support natural evolution. This is, in fact, opposite of what now exists: fund a service in a big way and, then, because of tight money, shrink it each year. Staff then spends at least 50 percent of their time fundraising and hustling. We propose: start small, expand according to real individual community needs.

We thank and encourage this committee to continue looking at child care in a serious way. We believe that with information and referral flourishing nationwide, the Government will have an active advisory group which will really reflect the needs, hopes and frustrations of American families. Policies based on such information cannot fail to be successful and money will not be wasted on programs which are not useful to the very people they are supposed to serve.

Thank you.

Senator CRANSTON. Thank you.

[The prepared statement of Ms. Cohen and other materials submitted for the record follow:]

BANANAS

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TESTIMONY ON INFORMATION AND REFERRAL PROGRAMS FOR THE SENATE SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT -- SAN FRANCISCO, NOVEMBER 25, 1977

Our telephone at BANANAS rings about 60 times a day. People call us for information about child care, babysitters, schools, carseats, where to buy inexpensive toys, how to organize cooperative babysitting, playgroups, about childrearing books, classes for children, parent workshops, flame retardant sleepwear. They call us about day care regulations, legislation, scrounge supplies and materials, toylending and recycling -- everything, as we would expect, that has to do with children and families. But, people also call us about free food, clothes, furniture, doctors, lawyers, problems with welfare, television. They call us when they're desperate, crying, hysterical, distraught; they even call us when they're happy; and they often thank us!

At BANANAS we are as interested now in the people who call us as we were five years ago when we began as a small parent-run playgroup exchange. We have, in fact, built our reputation on quality services to families. We believe that it is time for public services to offer quality comparable to the need. But, services such as we hope for take a great deal of time and effort. To what benefit is it to take the time, and it does take time, to what benefit is it to invest the energy, and it does take energy, to plan and deliver humane services. The benefits are for all of us -- the people needing services, as well as the people delivering services. We at BANANAS have made policy decisions throughout the years of our dramatic growth -- from three calls each day to 65 -- based on these benefits and we have never regretted them.

A list of schools and facilities is just the very beginning in the individual family's search for child care. The real work, the complicated and important work of finding and choosing child care, involves all parents in a retrospective journey through their own past experiences as well as in a contemplative journey into their future and their hopes for their children. Although most parents call with a simple "I need a babysitter; can you help?", they are usually concerned and ready to discuss questions like:

Do I really want to work and leave my child with someone else?
Do I feel that child care of any kind is good?
Did my mother work when I was a child?
Have I ever seen the kind of care I want for my child?
How will I know or how will I feel when I find the right child care?
How can I trust someone else to really care for my child?
What if something happens?

In many ways too complicated to discuss in depth here, these are questions which are common to all parents -- cross-cultural, cross-economic. Simply stated, most people in the United States, despite the drastic changes in economic realities -- with, for instance, 50% of mothers working -- still find child care an unacceptable alternative. Parents still feel mothers should stay home to care for their own children. We hear about these feelings from thousands of callers -- from AFDC parents to the financial elite.

An information and referral service truly designed to meet the real need most parents have to discuss and come to terms with these questions can never be replaced by a published list of child care facilities, a computer printout, or a recorded message. Such techniques have been seductive to government in the past because on paper they appear to deliver results -- a parent needs information about child care facilities, well, here is a list of child care facilities! What more is there? But with a true interest in supporting families and in helping them function more effectively, we must examine these kinds of questions. A list is just the rawest of data; in fact, it is usually outdated by the time of completion.

We are not speaking of some deep psychological session in which people spend hours examining their innermost thoughts and feelings with a psychoanalytically trained therapist (at $40/hour) and then decide to hire a babysitter to come into their home for a few hours a week. Most parents must work and they must answer these questions to feel confident in their child's care. Quality information and referral services involve training telephone workers who do not tell parents what to do or what is best for them, but who learn to help parents strengthen their own decision-making skills. This staff does not need to have special degrees, licenses, or certification; but, they do need special qualifications -- commitment, the ability to be a good listener, patience, flexibility, and the strength to discuss the basic yet complicated concerns about child care. Answering our phones over the past five years, we have had parents of all kinds, workers who came to us through C.E.T.A., workers who came to us from university education; but we have found, categorically, that parents make the best phone workers. They have, of course, as working parents, faced the same dilemmas. No worry is too insignificant to discuss "will she like the caregiver more than me?" Working parents understand these feelings.

All through our development and growth, we have made an effort to keep in touch with the parents who call for information. Now we receive 1500 calls each month and, when the time came to say "We are just too big and we receive too many calls to follow up on all these people", we could not say "Let's just file away their cards and forget them." This was one of the many important policy decisions we had to make. We decided to come in to the office in the evening to call back parents. The evening was the best time for parents because, if they found work and found child care, they would be working in the day. It was not the best for staff who had families of their own. But, we also found a way to compensate (not financially) our staff for this sacrifice and commitment. Following up on our referrals is also part of needs assessment. We find that although we have discussed many of the difficult questions with parents, almost 50% of those who found care remain unsatisfied and have settled for situations about which they are unhappy. They say that although they were clear about what they wanted, they were unable to find enough options in the present system.

In postulating a federal child care policy designed to support families, we place our belief in people and in quality services at the foundation. We feel this belief is justifiable philosophically and we can prove that it is justifiable financially. It is not how much money is spent, but rather how it is spent that matters. Again and again. We started our service by having a garage sale and from the $1 bills sent in by appreciative parents. We would suggest a federal mandate committed to grassroots decision-making and community self-evaluations. In the past, when the federal government mandated such projects, it included all its components and services; these projects turned out to be not applicable to the different needs of different areas of the country. Each community and the parents in it should have the right and will assume the responsibility to decide on their own community system. Quality information and referral has the potential to coordinate not only what exists locally already and to maximize its usage but to define unmet needs. Quality information and referral works by the good old-fashioned method -- people to people -- daily contact with people, being an integral and important part of the very population it serves.

The importance of community assessment is especially strong in the field of child care. For instance, one community may have a great need for subsidized child care centers, like Oakland where there is at least a two-year waiting list for all district centers. Yet a community nearby, such as Berkeley, may have different needs altogether. Local information and referral -- for some communities like New York City might be a small neighborhood center, or in a sprawling suburb might encompass several small cities. It is not the particulars which concern us here (and they have been the concern of federal policy in the past) but the broad parametes of what a successful information and referral group might look like -- one designed to support families. It will truly be concerned with quality service, have a staff reflecting the community served, be willing to learn about the local community, have policy makers as phone workers, provide staff support. Above all, such groups should be allowed to start the service with a fairly simple and well-defined task i.e. the collection, compilation and description of the already existing services and then be allowed to flourish and grow naturally in response to the needs uncovered in each individual community. This policy would mean federal commitment to financial flexibility which support natural evolution. This is, in fact, opposite of what now exists; fund a service in a big way and then, because of tight dollars, shrink it each year. Staff then spends 50% of their time fundraising and hustling. We propose: start small, expand according to real individual community needs.

We thank and encourage Senator Cranston to continue this serious consideration of the issue of child care in individual communities. We believe that with information and referral flourishing nationwide, the government will have an active advisory group which will really reflect the needs, hopes and frustrations of American families. Policies based on such information cannot fail to be successful and money will not be wasted on programs which are not useful to the very people they are supposed to serve.

Respectfully submitted,

Betty L. Cohen

Betty Cohen, M.S.W.
BANANAS & Member, Alameda
County Children's Interest
Commission

BANANAS

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February 27, 1978

Senator Alan Cranston
Subcommittee on Child and Human
   Development
4230 Dirksen Senate Office
   Building
Washington, D.C. 20510

Dear Senator Cranston:

Enclosed are my responses to the Information and Referral questions prompted by your November hearings on child care.

I appreciated the opportunity to share Bananas' views with you at the hearings. It was gratifying to see that what we believe are the key issues in child care today - parental choice, diversity, community control, and client wages were shared by all participants.

Solutions to child care problems are very complicated. The administration of Title XX monies by Alameda County offers one possible solution for subsidized child care at minimum cost. The procedure now serves several different kinds of families. Any parent who is on AFDC (and looking for work, or in a training program) or low income and working (determined by scale) can qualify for these funds. Once approved, they can then call Bananas (or their local child care information and referral service) and chose child care from the private market. This method of subsidization encourages parental choice, stimulates the private market, and eliminates duplication of services by maximizing usage of private family day care and centers. It also is a step toward securing basic wages for day care providers. The cost is minimal because parents do pay a fee determined by a sliding scale and the government does not pay full cost for all participants.

I would like to add that the Headstart model has not shown these advantages. It is very expensive and does not appeal to working parents because of the shortened hours . (In Berkeley and Oakland, for example, the maximum possible time is 9-3 - certainly not sufficient for a full time working parent). In addition, continued and expanded funds put into Headstart eliminate a good deal of parental choice already in jeopardy.

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By increasing funds through Title XX methods (vouchers or subsidies), parents could choose a Headstart type program (private center with support services) from the private market, or family day care. In addition, Headstart does not even serve children under three and we are receiving a good percentage of our telephone calls from parents with children in the earlier years.

Again, thank you for inviting me to participate in your hearings. They were extremely well organized and I know that a great deal of careful planning went into the preparation of the testimonies. If the Bananas staff can be of further assistance to you, please feel free to ask. We will, of course, be following any legislation on child care with great interest.

Sincerely,

Betty Cohen

Betty Cohen, M.S.W.
Bananas Staff

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INFORMATION AND REFERRAL PANEL

1. DO YOU FIND THAT ONCE YOU HAVE HELPED FAMILIES TO FIND OTHER CHILD CARE SERVICES THEY CALL ON YOU TO HELP THEM FIND OTHER FAMILY SUPPORT SERVICES?

Definitely, yes. In fact, after a parent has had contact with BANANAS, even if we have not been able to help them find adequate child care, they will often call back for other types of services. If a phone worker is doing her/his job, requests for other services may even be spontaneous, in conjunction with requests for direct child care. Or, a parent may call for child care and really be feeling out possibilities for other kinds of help.

This will not occur without a very committed phone staff. Rotation of phone work is helpful is helpful to insure that a phone worker is not exhausted (burnt-out!) for each call. Empathy is vital -- we have found that parents make the best phone workers because, as parents, they have experienced many of the same frustrations. And, flexibility is key -- the organization as a whole must be flexible about its role as a general support service to respond to different parental needs as they arise.

2. ARE YOU CONTACTED FOR NON-CHILD CARE SERVICE REFERRALS BY PARENTS WHO DO NOT WANT CHILD CARE SERVICES — FOR EXAMPLE, A FAMILY IN NEED OF NUTRITIONAL SERVICES OR MENTAL HEALTH SERVICES -- AND, IF SO, ARE YOU ABLE TO PROVIDE SUCH REFERRALS?

We are contacted by parents looking for services of all types. Our basic information and referral component is child care (center-based, family day care, nursery schools, infant care, extended day care, playgroups, cooperatives, alternative schools, babysitters, etc.) but we also publicize our ability to refer to: mental health agencies or individuals, support groups, classes (art, music, gym), supply outlets, etc. We get questions regarding car safety, nutrition, flame retardant pajamas. Our own services include a family counselor who operates a "warm-line" for pre-crisis calls and a Registered Nurse who does health counseling. We can almost always provide help on any child-related issues or direct parents to someone who can.

Grassroots organizations have a better chance of success because they generally begin by focusing on one task or service and grow with the need, gradually. It would be almost impossible for a newly funded group to even begin to provide as diverse information on resources as we find we do. Our resource files have had years to become what they are today.

3.A. HOW DO YOU OBTAIN INFORMATION ABOUT SERVICES AVAILABLE IN YOUR COMMUNITIES?

Historically, we sought out services of all kinds by phone calls, attending meetings and general publicity. Each attempt to obtain specific types of information was based on an expressed need by parents. We compiled such information yearly in the Guide for Underfives, a compendium of low cost trips and services for parents in Northern Alameda County. Presently our Newsletter (which goes to over 7,000 parents, providers and support agencies and our general reputation as an umbrella group for parents (based on 5 years of service) means that we no longer have to solicit information. People or agencies offering child-related services now notify us and request our help in getting started.

B. WHAT ARE THE PRINCIPAL OBSTACLES YOU FACE IN GETTING THE NECESSARY INFORMATION ABOUT THESE SERVICES AND PASSING THAT INFORMATION ON TO INTERESTED FAMILIES?

The principle obstacle in getting the necessary information on services is not inadequate channels of communication, but being able to see what a service really provides. A useful referral is not simply a list of groups or individuals, but information beyond name, place and purpose -- procedure for using the service, response from the people providing it, time factors, quality... This means that follow-up must be performed and that personal (interagency) connections must be established. Of course this takes time -- but it is the only way to insure that your referrals are useful to parents.

4. DO YOU FIND THAT PARENTS TAKE A MORE ACTIVE ROLE IN THEIR CHILD'S DAY CARE PROGRAM WHEN THEY HAVE SELECTED THAT PROGRAM FROM AMONG A NUMBER OF ALTERNATIVES?

Parents don't necessarily take a more "active role" in their child's child care situation when they've selected child care with care. But their role could be considered active simply because they've taken the time and energy to seek out various child care alternatives. By doing so they will, undoubtedly be happier with the situation they have chosen, or at least will know why they chose a certain environment -- even if it does not meet with their complete acceptance. In other words, parents feel more in control when they are able to make logical, thoughtful decisions about their child's life and hence feel better about tb situation in general.

Without careful thought and comparative "shopping", parents tend to feel powerless and unhappy.

5.A. WHAT PROPORTION OF THE REQUESTS FOR INFORMATION OR ASSISTANCE THAT YOU RECEIVE COMES FROM CHILD CARE PROVIDERS?

20%, not including our monthly calls to providers updating their program openings, and other needs.

5B. WHAT ASSISTANCE DO YOU PROVIDE PROVIDERS?

* referrals to their programs, and a special phone line for providers only
* relief care--providers can bring their groups of children to our office for a morning of planned activities, while they take time for important business
* pre-crisis counseling by Betty Cohen, our trained social worker, regarding children in their care, their parents, or information for their own families
* health or safety information, from Judith Calder, our Registered Nurse, with on-site visits by appointments
* a toy lending library
* free materials for use in their arts or crafts programs, such as wood

scraps, paper, fabrics, etc. We also offer recycled equipment like cribs, cots, etc.

- Handouts with ideas for activities and patterns for projects
- sample provider & parent contract & emergency forms and a new form providers can use to let parents know their children have been exposed to a contagious disease
- information and support to anyone interested in starting a new program
- workshops, many for college credit, on taxes, bookkeeping, first aid, fire safety, toy making, etc.
- a substitute file

If you would like more detailed information on these or any other issues of child care, please contact us. We keep comprehensive statistics on the needs and availability of services in our area and would be glad to share these with you.

Senator CRANSTON. Ms. Novak-Sutley, you may proceed.

Ms. NOVAK-SUTLEY. My name is Toni Novak and I am a codirector of the Community Child Care Council of Sonoma County, Calif., also known as Sonoma County Four C's.

We are funded by the State Department of Education under AB 3059, the Alternative Child Care Payments Act, to provide resource and referral services to the parents, caregivers, and public of Sonoma and Napa Counties. We receive well over 400 to 500 calls a month just for child care referrals.

The area which we serve is a mixture of rural and counter-culture communities and rapidly developing suburban tracts. We are now the second fastest growing county in California, and a large part of the new population coming in are young parents with small children. Among the two-parent families frequently both parents must work, creating a heavy demand for child care. Yet Sonoma County receives only about half the statewide average of child care dollars per capita, and a real shortage of child care exists.

In Sonoma County there are approximately 20,000 children eligible for day care—low-income children—but only about 5,000 licensed slots for all children in the county regardless of income level.

For 1 year now in Sonoma County we have been providing a referral service for parents seeking child care to openings in all licensed homes, centers, and preschools, and to parent co-ops. In addition, we make many referrals to all kinds of other children's, youth and family services, and we answer numerous general human service questions.

Within our agency, we combine a wide range of functions and programs. It is a very small agency, I might add. We maintain a toy-lending and adult resource library, we serve as umbrella sponsor for the child care food program in 66 family day-care homes serving over 500 children, we coordinate program planning and initiate new child care projects with other agencies and community groups around needs like afterschool care, child abuse and neglect, and infant care. We provide training and job development through CETA projects.

One such training effort, our Mainstreaming Project, illustrates 4C's focus on coordination, as the triple purpose of this CETA-funded program is to provide training for caregivers in working with developmentally disabled children, to offer centers the opportunity for an integrated setting, with the additional staff provided by our CETA trainees, and to place children with special needs in groups with other children. This project is a cooperative effort also. While under 4C's sponsorship and supervision, much of the training and consultation is also provided by the local Santa Rosa Junior College Department of Special Education, the Sonoma County Office of Education and the Agency for Infant Development.

Coordination by human service agencies has also maintained our Child Care Referral Service in Napa County, where funds were only granted by the Department of Education for 3 months, from April to June of 1976, and then they were cut off. After setting up the service during this period and arranging for the compilation and printing of a Directory of Resources for Children in Napa County, our funds were cut off and we could provide no more financial support, although we have continued to assist and consult with the referral service there. However, the community responded in this crisis with some support for this badly needed service. Half-time staff currently comes from the Napa County Commission on the Status of Women, some operating support comes from the Napa County Office of Education, and information dissemination from COPE, a parental support agency. We expect our funds to be restored this January so that we can solidify and continue this service to parents and caregivers in Napa County.

These examples of mobilizing existing resources in the local area to provide for child care needs point to the tremendous potential of well-funded and comprehensive information and referral programs in every community. Not only is a coordinative resource and referral agency effective in stretching and strengthening local resources, it also is a strong force in insuring parent choice. There are as many individual care needs as there are individual children. Every parent and child has a right to the most appropriate and desirable care. By informing parents of all the available types and possibilities for care, we affirm their right to choose. Unfortunately, there is not the range of existing care that there needs to be to protect that right.

Thus, we function as advocates and an organizing force to generate the kinds of child care which are lacking and which the community demands, from more rural and migrant care to care in low-income multidensity housing. We have a commitment to parent choice and to quality in child care, and unless diversity of care situations are maintained, the right to choose suffers. Resource and referral serves all caregivers with information, cooperative sharing of resources, and centralized services.

Efficiency, parent choice, coordination, and diversity of care can be promoted by good resource and referral. However, funds for this service must be forthcoming on a consistent basis, so that services promised continue to be delivered to the maximum numbers of people.

Thank you.

[The prepared statement of Ms. Novak-Sutley follows:]

TESTIMONY PRESENTED ON NOVEMBER 25, 1977
TO
CHILD AND HUMAN DEVELOPMENT SUBCOMMITTEE
OF THE
U. S. SENATE HUMAN RESOURCES COMMITTEE

BY TONI NOVAK, COMMUNITY CHILD CARE COUNCIL OF SONOMA COUNTY

My name is Toni Novak and I am the Co-Director of the Community Child Care Council of Sonoma County, California. We are funded by the State Department of Education to provide Resource and Referral services to the parents, caregivers, and public of Sonoma and Napa Counties. The area which we serve is a mixture of rural and counter-culture communities and rapidly developing suburban tracts. We are now the second fastest-growing county in California and a large part of the new population are young parents with small children, and among the two-parent families, frequently both parents must work, creating a heavy demand for child care. Yet Sonoma County receives only about half the statewide average of child care dollars per capita, and a shortage of child care exists.

For one year now, in Sonoma County, we have been providing a Referral Service for parents seeking child care to openings in all licensed homes, centers, and preschools, and to parent coops. In addition, we make many referrals to all kinds of other children's, youth, and family services, and we answer numerous general human service questions.

Within our agency, we combine a wide range of functions and programs: we maintain a toy-lending and adult resource library; we serve as umbrella sponsor for the Child Care Food Program in 66 Family Day Care Homes serving over 500 children; we coordinate program planning and initiate new child care projects with other agencies and community groups around needs like afterschool care, child abuse and neglect, and infant care; we provide training and job development through CETA projects.

One such training effort, our Mainstreaming Project, illustrates 4C's focus on coordination, as the triple purpose of this CETA-funded program is to provide training for caregivers in working with developmentally disabled children, to offer centers the opportunity for an integrated setting with the additional staff provided by trainees, and to place children with special needs in groups with other children. This Project is a cooperative effort also: while under 4C's sponsorship and supervision, training and consultation is also provided by the Santa Rosa Junior College Department of Special Education, Sonoma County Office of Education, and the Agency for Infant Development.

Coordination by human service agencies has also maintained our Child Care Referral Service in Napa County, where funds were only granted by the Department of Education for three months, from April to June of 1976. After setting up the service during this period, and arranging the compilation and printing of a Directory of Resources for Children, our funds were cut off and we could provide no more financial support, although we have continued to assist and consult with the referral service. However, the community responded in this crisis with support for a badly-needed service. Half-time staff comes from the Napa County Commission on the Status of Women, operating support from the County Office of Education, and information dissemination from C.O.P.E., a parental support agency. We expect our funds to be restored this January so that we can solidify and continue this service to parents and caregivers in Napa County.

These examples of mobilizing existing resources in the local area to provide for child care needs point to the tremendous potential of well-funded and comprehensive Information and Referral programs in every community. Not only is a coordinative Resource and Referral agency effective in stretching and strengthening local resources, it also is a strong force in ensuring parent choice. There are as many individual care needs as there are individual children. Every parent and child has a right to the most appropriate and desirable care.

By informing parents of all the available types and possibilities for care, we affirm their right to choose. Unfortunately, there is not the range of existing care that there needs to be to protect that right.

Thus, we function as advocates and an organizing force to generate the kinds of child care which are lacking and which the community demands, from more rural and migrant care to care in low-income multi-density housing. We have a commitment to parent choice and to quality in child care, and unless diversity of care situations are maintained, the right to choose suffers. Resource and Referral serves all caregivers with information, cooperative sharing of resources, and centralized services.

Efficiency, parent choice, coordination, and diversity of care can be promoted by good Resource and Referral. However, funds for this service must be forthcoming on a consistent basis, so that services promised continue to be delivered to the maximum numbers of people.

Ms. Siegel. I just want to finish by pointing out some policy implications inherent in child care information and referral. I would also like to respond, in part, to your earlier question, Senator Cranston, about how we make decisions on the distribution and sharing of Federal funds.

As both Toni and Betty mentioned, we do follow up with parents. We phone them back. We try to find out not only what services they did or didn't find, but whether or not they were satisfied with those services. Now, we feel this kind of documentation has tremendous potential for helping you to create meaningful policies. In the past it has been common to require a needs assessment before funding new child care programs, or related social services. Most of the time the needs assessment is done on a one-shot basis. It may be very good, it may be well done, and it may be relevant at the time it's done. But it doesn't provide you with an on-going picture of the service needs of a given community. We really believe that by establishing child care resource and referral agencies across the State and Nation that you can give yourself, the policymakers, a kind of on-going child care needs assessment.

Let me give you an example of the kind of data that we gather:

Documentation of need for child care services within a given community; information about consumer concerns and preferences in child care; information on special issues relative to child care services, such as the lack of infant care and the lack of services to developmental or disabled children. I think some of the earlier witnesses today referred back to our documentation of those kinds of needs. Data regarding trends in child care and trends over periods of time—for example—we are able to see what the special child care needs are of single-parent families, and what trends and fluctuations exist in the summer when there are more school age children out of school.

We really feel that this kind of steady flow of information, both to you as policymakers, and to our own community, can help deter what has unfortunately been a very crisis oriented policy in child care today. We feel that the information is valid. It comes to us directly from the hundreds of parents who phone us. The quality of our outreach becomes crucial. We want to insure that our services are valuable and truly sensitive to the communities we serve.

Right now the Childcare Switchboard is gathering data on the age of children needing care, the type of child care service needed, and the time child care is needed for. We also ask parents what they can afford to pay for full-time care and what happens to them if they can't find care they can afford. The availability and cost of child care services are very important policy issues. Recently, we did a survey and found out that in our 51 children's centers—run by the San Francisco Unified School District—there are approximately 1,600 children on the waiting list. We have 22 other publicly funded programs in San Francisco, and only four of those programs have openings for a total of 12 children. I think you can see that for parents who are eligible for publically funded child care and not able to afford most private care, we have documentation that they are not able to get the child care services they desperately need and want.

We also gather data on the residence of parents. When we, in turn, help providers who want to start a new service, we can recommend areas that have a need or we can indicate that an area is pretty saturated. We try to help people plan services that will truly meet the community's need.

Though many parts of our work are inspiring, it is often depressing to talk to the 60 parents a day who phone us knowing full well that probably three-fourths of them are not going to be able to find the services that they need. I think you can understand why we have become outspoken advocates for the expansion of services and the expansion of Federal support for child care.

Also, you might be interested to know that each of our agencies are now receiving some funds from the State Department of Education. Both Bananas and Switchboard have been in existence for 5 years. The Switchboard has been fortunate to receive support from the Ford Foundation. We have also had support from the Rosenburg Foundation, the San Francisco Foundation, Zellerbach Family Fund, United Way, and CETA VI.

When Governor Brown announced his commitment to "alternative child care" 2 years ago, we lobbied strenuously to see that funds for resource and referral programs like our own were included in that legislation. The "Alternative Child Care Program" (AB 3059) included an appropriation of some $1 million for child care resource and referral agencies. We now have 29 resource and referral groups across California, but that is still not enough. Although California leads the Nation at this point in time, we are anxious to see a national policy and Federal funding available to support this type of service.

A final sort of optimistic note is that, in fact, there is a new child care information and referral grant that is soon to be signed in the Department of Health, Education, and Welfare, Office of Human Development Services. They will be cooperating with the Ford Foundation to fund a study and some more pilot programs in child care information and referral. They are going to be looking at both the role of our agencies and methods for assisting the improvement of these services in communities throughout the country. So we are really hoping that this project, coupled with our own pioneering efforts in this field, will provide the necessary information and experience needed for the Congress to pass legislation which would support the further development and expansion of child care information and referral services across the Nation.

Thank you.

Senator CRANSTON. Thank you very, very much.

[The prepared statement of Ms. Siegel and information referred to follow:]

Childcare Switchboard

The Role of Information and Referral Programs in Child Care

Presented by: Patricia Siegel, Director
Childcare Switchboard
San Francisco

Presented for: Senator Alan Cranston, Chairman
Subcommittee on Child and Human Development

Presented on: November 25, 1977
Hearings on Child Care and Child Development,
San Francisco

Senator Cranston, and members of the Subcommittee on Child and Human Development:

Thank you for your attention and focus on comprehensive child care legislation. I am happy to share with you today the history and role of the Childcare Switchboard and other information and referral programs in California.

I am the director of the Childcare Switchboard, a private non-profit agency founded in 1972 to provide comprehensive information and referral services to parents seeking child care and child related services. As the parent of three young children and the organizer of a neighborhood-based "Playgroup" I was aware of the often painful difficulty and anxiety experienced by parents looking for child care arrangements that truly met their needs. Although information and referral services are a universally mandated social service under Title XX, little specific data on the diverse and available child care services is maintained or disseminated by most county welfare departments. The hunt-and-peck method of finding child care costs parents and children precious time, energy, and adjustment. Our goal is to make available to parents up-dated information about the full range of child care services available in San Francisco and to provide better utilization of child care slots available in public and private programs. Our service emphasis has always had a strong focus and support for parental choice in choosing child care. Making the child care choice which best meets a family's needs requires updated information on the full range and availability of child care services in the community. Gathering and maintaining this information, which includes both formal and informal types of care, and referring it to the community is the core of Childcare Switchboard service.

Our files include full, part time and occasional programs. We refer to occasional babysitters (interviewed by our staff), family day care homes, parent cooperatives, Headstart, public and private centers. We make "informational" visits to the child care programs in our files. These visits help us to better describe available services to parents who phone us or drop in our office.

When parents phone us they describe their child care needs and preferences. Our child care counselors then attempt to offer them alternatives which meet their needs and financial means. This is a challenging, often frustrating task given the tremendous need for more low-cost quality child care services in San Francisco. An average call lasts 10 minutes, and may include a discussion on what to look for when visiting a home or center. It is important for parents to be aware of the kinds of questions they can ask and what their rights and responsibilities are when making child care arrangements.

Our office is located in a second floor flat in the heart of Noe Valley, a distinct San Francisco neighborhood. The atmosphere is casual and relaxed, and there is a special play area for the children who often accompany their parents to our office. Our office represents a comfortable place for parents....a place to get free information and help with no strings and no value judgments made. Our bilingual services are available to all parents, from all income ranges and to all types of families.

Over the past five years we have made over 15,000 child care referrals. We also maintain information about other important services of interest to families such as available health, legal, and counseling services. We offer welfare counseling, and maintain a shared housing file for families with children. We do not see child care as an isolated need; our experience has shown that it often comes hand in hand with other social service needs.

One important part of our effort to address those needs is our Single Parent Resource Center. This component offers regularly scheduled peer support groups, peer counseling, referrals and workshops for single parents.

Child care information and referral programs create a network of parents and child care providers. In the course of contacting, visiting and up-dating provider files we become aware of provider needs; we try to develop resources to help meet these needs. For example, we offer seminar-training for family day care providers, and a monthly discussion forum for child care program directors.

Our Toy Center offers toys and equipment for loan, at-cost supplies, recyclable items for toy making, workshops for family day care providers and small child care groups.

Child care information and referral programs are extremely useful to new providers who need information on local and state regulations, funding sources, and program development. In addition to providing this information and technical assistance, we are able to give prospective providers a perspective on unmet child care needs by area-neighborhood. The availability of such informatio helps to avoid duplication or saturation of service.

Planning, coordination, and advocacy all evolve naturally when the above mentioned services to parents and providers are offered by a child care information and referral program. Our bi-monthly newsletter"Children's News-Advocate"is an updated, on-going source of news and information to all those who use our services. It includes information about current policy issues, child care openings plus events and articles of issue and concern to parents.

Child care information and referral programs can document child care needs and give a public voice to needs which might otherwise go unheard. One of the most serious constraints upon effective legislative decision-making is lack of information relevent to the issue under consideration. Preparation and passage of responsible legislation for social services requires current, accurate data about the needs, costs and consumer preferences for such services. Legislation concerning child care programs and support systems is no exception. It requires not only descriptive statistics which document the need for child care in various communities, but it also necessitates information about what services are already available (or not available), cost concerns of consumers and provide of childcare, and parental preferences for particular kinds of child care services.

Traditionally, these kinds of information are collected by social researchers whose "needs assessment" surveys are conducted on a "one-shot-deal" basis. In other words, the data is gathered from a selected sample of parents and/or child care providers at a particular point in time. Such information may therefore be valid for the time the survey is conducted, but it also may be stale or inaccurate when the legislation is prepared and approved.

One way to avoid this problem is to make available to legislators and social policy planners a steady flow of information about child care issues. Such issues include:

1. Documentation of need for childcare services within a given community.
2. Information about consumer concerns/preferences in child care services.
3. Information on special issues relative to child care services (e.g., lack of infant care and after school services).
4. Data regarding trends in child care issues over time (e.g., child care needs of single parents or general need for summer child care programs).

A "steady flow" of such information to legislators, government policy makers, child care providers and community groups helps to deter the [illegible]sis orientation of current child care decision making. It also assists in long-range planning for child care services, public policy considerations in child care and preparation of regulations and standards for childcare programs.

Such important information is currently available from the Childcare Switchboard and could be available from other child care information and referral services located in diversified areas of the state and nation. It is solicited from the hundreds of parents who phone or drop-in to our agency requesting child care. Our information and referral counselors and the child care service files which they maintain are excellent sources of information about need for and availability of child care services. Currently, the Childcare Switchboard is able to gather data on the need for child care which is specific to:

1. Age of children
2. Type of child care needed by kind of service and time needs.
3. Measures of what parents say they can afford to pay for full time child care.
4. Availability and cost of child care services.
5. Lack of services for particular groups of children (e.g. infants or physically and developmentally disabled children).
6. Residence neighborhood of child care consumers.
7. Parental preference for specific types of child care services related to age of child, time needs, etc.
8. Reason needing child care.

This type of date (see attached February, 1977 Report) is useful in depicting any trends in child care needs such as seasonal fluctuations (summer, back-to-school months,etc.), problems with maximum enrollment in child care programs, changes in numbers of services available and fees charged for such services, and changes in parental need for certain types of child care (e.g., the increased need for infant care or the desire for particular educational or ethnic components in childcare services.

Other important types of data which can be available from information and referral agencies are those which help to assess whether parents are successful in locating child care and if they are not successful, what impact this can have on their lives and the lives of their children. Such data is gathered from follow-up contact with parents who phone information and referral agencies for child care referrals. By re-calling these people through this follow-up procedure, it is possible to document:

1. If their child care need was met, and if so, through what kinds of services.
2. If they were able to locate the type of child care which they preferred.
3. If they are satisfied with their child care arrangements.
4. How much they are actually paying for full time childcare.
5. Why they are unable to find child care.
6. How they are caring for their children if a child care service was not available.

Parents' responses to the above concerns which have been documented by the Childcare Switchboard follow-up staff show consistently that when parents do not find child care they are placed in a situation which brings rapid and often debilitating changes to their lives. Some parents have been forced to discontinue educational or training programs, to change jobs and to change residence because their child care needs were unmet. These responses are documented in the attached November, 1976 report, "What Happens to People Who Cannot Find Child Care."

It is the belief of child care consumers, providers and advocates that legislators should have the information outlined in this testimony available to them when preparing child care legislation. With adequate staff, such data can be available from a network of child care information and referral agencies throughout the state and nation. If located in diversified ethnic, rural-suburban-urban communities child care information and referral groups can provide data specific to the child care needs and desires of their particular demographic and geographic areas. Such comparative data would sensitize law and policy makers to the varied needs of different groups of child care consumers and providers. The results would hopefully be responsible and responsive child care legislation.

The Childcare Switchboard has developed the services described over a five year period. Financial support for the first two years came from local foundations, Rosenberg and the San Francisco Foundation. In May, 1975 the Ford Foundation sponsored a mini child care information and referral conference in New York. Twelve groups from across the country, all of whom were providing child care information and referral services, were invited to this three day meeting at Bank Street College. Three California groups were represented, the Childcare Switchboard, San Francisco; Bananas, A Place to Find Playmates, Berkeley; and the Child Care Information Service, Pasadena. An informal national network evolved from the conference, and in October 1975 the Ford Foundation made its first child care information and referral grant to the Childcare Switchboard. This grant has been renewed for a second and third year. In 1976, Ford made a second grant to the Cambridge Child Care Resource Center.

Our funding, and funding for all child care information and referral services will be short-term and precarious without ultimate public support. CETA funds have been successfully used to provide some staffing in our own, and other agencies, but the availability and continuing nature of CETA funds is uncertain. The Ford Foundation has encouraged the Childcare Switchboard to develop local, state, and federal sources of on-going funds. In 1976 Governor Brown announced a $10 million commitment to "alternative child care programs in California. This commitment carried (continued p. 9)

with it an articulated concern for "Cost-effective" delivery systems. As legislation for this alternative childcare program was developed, the Childcare Switchboard, Bananas, and the Child Care Information Service in Pasadena advocated strongly that the legislation include some funds for child care information and referral activities across the state. The final legislation (AB 3059 - Foran) included a $900,000 appropriation for child care information and referral agencies. To date, the state has allocated [illegible] to twenty-nine resource and referral centers across the state. The Childcare Switchboard now receives a portion of its funds from the state. These funds are part of a three year experiment in "alternative child care" which will be independently evaluated by ABT Associates. To date, the resource and referral centers have been one of the most successful aspects of the alternative child care program.[1]

A strong informal network of child care information and referral agencies exists in California and meets regularly in both northern and southern parts of the state. The network includes diverse groups in various stages of program development and delivery. Not all the groups are receiving state funds.

Hopefully, California's child care information and referral example under the alternative child care program can pave the way for expanded state and national commitment to this type of service.

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[1] For details on $10 Million see: "The Alternative Child Care Program (AB 3059) 1976-77 as viewed by the Governor's Advisory Committee on Child Development Programs" June, 1977
"Alternative Child Care Programs 1976-77 -- A Report to the California Legislature and the Governor" - California State Dept. of Education, Sacramento, Nov., 1977.

A very recent and positive indication of forthcoming national focus on child care information and referral is the announcement that the Department of Health, Education, and Welfare, Office of Human Development Services will cooperate with the Ford Foundation in a major study of the role of child care information and referral throughout the nation, and methods for assisting the improvement of these services in communities throughout the country. The study and project will be conducted by the American Institutes for Research in Cambridge, Massachusetts. It is hoped that this project coupled with California's pioneering efforts in this field will provide the necessary information and experience needed for the Congress to pass legislation which would support the further development and expansion of child care information and referral services.

NOVEMBER, 1976

SPECIAL SURVEY

"WHAT HAPPENS TO PEOPLE WHO CANNOT FIND CHILDCARE?"

The Childcare Research & Evaluation Unit is responsible for providing followup contact with persons who telephone requesting childcare referrals. By re-calling these people through this followup procedure, we are not only giving another supportive service to parents in need of childcare, but we are also documenting if and/or how their need for childcare has been met. Although we attempt to reach most of the average 350 callers who request childcare referrals each month, we are able to followup with an average of 45% of the callers.

During our followup telephone conversations with these callers, we find that an average of 35% do *not* find childcare. Although the reasons for this are quite varied, it is usually true that this unmet need for childcare will have *some* impact on the lives of both the parents and their children. We discover that because these parents do not find childcare, they are placed in a situation which is subject to rapid and sometimes debilitating changes.

In order to assess what impact not finding childcare can have on the lives of family members, the Research & Evaluation Unit coordinator developed a special survey of those callers who had phoned the Switchboard for childcare referrals during November, 1976. This survey was conducted during February and March, 1977. A simple random sample of callers was selected from *only* those callers who were reached through our followup phone contact and who did *not* find childcare. We asked a special survey question to every other one of these callers, every other day: "Have you experienced any problems because you were not able to find childcare?"

From the total of 32 callers reached through regular followup contact who did not find childcare, we identified a survey sample of 13 callers (41% of the total). To assess whether this survey sample was representative of all the Switchboard callers who request childcare referrals each month, we compared the two groups for such characteristics as: residential neighborhood, family structure (when possible), ages of childcare and childcare needs. This comparison showed that our survey sample was fairly representative of the total callers. Their residence neighborhoods represented a good cross-section of San Francisco. Sunset, Mission, Excelsior-Outer Mission, OMI, Western Addition, Diamond Heights, Visitacion Valley. There was also one caller from Daly City. Concerning some of the family situations of the callers in the sample, we discovered that one mother was pregnant with her second child and was trying to return to work after the baby was born. One other parent needed childcare for two children, ages 6 months and 3 years. Also, although our Information & Referral phone counselors solicit information about family structures or socio-economic status only when it's relevant to eligibility for childcare programs, we did find that four of our survey sample were single parents, two of whom were also AFDC recipients. Two other callers indicated they were AFDC recipients, making a total of four in the sample which we could identify.

With respect to the unmet childcare needs for all respondents in our survey, 57% of the 15 children needed regular parttime childcare and 43% needed regular fulltime childcare. (NOTE: This greater need for parttime care does not follow the usual trend of the total number of callers each month. Our data indicates that the greatest percentage of callers each month need regular fulltime care for all pre-school age categories.) Ages of the children varied from as young as 3 weeks to a maximum of 5 years. Specifically, there were 1.) 7 infants (43% of all children), 2/3rd's of whom were 6 months or younger, 2.) 5 children 2-3 years old

(36%) 3.) 3 children 4-5 years old (21%). Parental preferences in childcare facilities for our survey sample were also representative of the total sample of callers who requested childcare referrals in November, 1976. For regular fulltime childcare, the majority of callers in our survey preferred center-based care (33%). Parental preferences for regular parttime childcare were divided among in-home babysitting (40% of all parttime preferences), center-based care (40%) and family daycare homes (20%).

RESULTS OF THE SURVEY

The respondants in our followup survey indicated that a majority of them - approximately 70% - did experience some problems because they could not find regular childcare. A total of only four callers did not relate having severe problems. However, they did express having some inconvenience caused by not locating childcare services. The fact that they had no severe difficulties may be due to two factors: 1.) three of the parents needed parttime childcare only for short amounts of time. They were therefore in situations which allowed for some flexibility in childcare arrangements: 2.) all four callers had some type of back-up system on which to rely when they did not locate regular childcare services. One should note that single parent families or two parent families where both parents work and/or attend school are not able to "trade-off" childcare responsibilities as readily nor change schedules in the manner of some of our survey respondants. The following narratives will elaborate on the above analysis.

Three of the parents who responded to having no severe problems because they did not find childcare reported that they did not actively pursue a search for such services. Also, they had stopped looking for childcare facilities at the time of our followup call in February. Again, this was feasible for the reasons noted above. One father needed childcare only one day per week. Luckily, he was able to rearrange his schedule with that of his wife to accomodate their childcare need. One mother in this group of respondants had not experienced any problems when she failed to locate childcare because she did not need the childcare to meet a work or school commitment. Rather, her need for childcare stemmed primarily from her desire to fulfill her 3 year old child's developmental needs (socialization with other children) and to free some of her time for special activities. The one respondant among these three parents who needed regular fulltime childcare did not experience major difficulties only because she could retain her fulltime babysitter while waiting for an opening at a SFUSD Children's Center. One should note, however, that she indicated a preference for center-based childcare for her 3 year old rather than the babysitter.

The remaining parent who did not relate any severe problems since not finding childcare was the only one of the four who did actively pursue a search for childcare. She needed this childcare for her 17 month old only one day per week for 4 hours while she attended school. However, she would have preferred a family daycare home to a babysitter for her infant. Although she could not find a family daycare provider who could take her baby for such a short amount of time, she was able to find an alternative solution. Her hsuband was able to care for the baby when necessary, particularly when she had school responsibilities. One can only imagine the difficulties this mother would experience, however, if she were a single parent with such a young, active child.

In contrast to the above findings, the great majority of our respondants - 9 out of 13 - did experience some major problems because they could not find regular childcare services. All of these respondants actively pursued a childcare search.

However, at the time of our followup contact in February, 6 parents were still looking for childcare and 5 were on waiting lists for childcare. A total of 7 of these 9 respondants needed regular fulltime childcare, and only 2 were looking for regular parttime childcare.

It is possible to identify some noticeable trends in the nature of the problems these 9 parents experienced. One such trend was the difficulty in using relatives as childcare providers. Four respondants were relying solely on relatives for their childcare while they were searching for more stable - and preferred - childcare arrangements. Childcare by relatives is often a transitional service. However, this is not to comment negatively upon the *quality* of childcare provided by relatives as opposed to childcare facilities, but rather to make note of the sometimes temporary nature of these arrangements.

Three of these four respondants preferred fulltime center-based childcare, and one preferred an evening babysitter. However, in response to our survey question, these parents stated that childcare provided by relatives can be a difficult situation. It was often an unreliable and/or short term arrangement. Also, it could be an inconvenience in the relatives' lives, and it would not be permanent when the relatives' plans change. For example, one mother needed regular babysitting each Friday evening while she worked in her father's store. Her husband came home too late from his day job to care for the children. She was unable to hire a babysitter on just the one-evening-a-week basis. Also, the Switchboard had few babysitting referrals to offer because she lived in Daly City while our referrals are primarily local. The mother had previously been able to use her two teenaged sisters for childcare on an ad hoc basis, yet this had proved to be too undependable as the sisters were not always avaiable. Also, transportation problems to and from the sisters' home often meant the childeen had to stay overnight. To compound these difficulties, one child was ill and needed special attention. The mother would thus have to stay home from work, scramble for a temporary babysitter or take the children with her to work!

The other three parents using relatives for their childcare were also looking for other more permanent arrangements. One of them was a single parent who had just given birth to a second child. She had to resume working very soon after the child was born, and she was using a relative to provide childcare during this time. Again, this was only a temporary childcare arrangement. The parent was very worried that she would soon be without any kind of childcare because her relative was returning to school. She was on a waiting list for a publically funded childcare center, yet she was uncertain when space would become available. The center, however, could not care for her infant because of the age eligibility requirements. Arranging a second type of care for the baby - or finding one facility to care for both children, - were other dilemmas which this parent would have to solve. The other two parents using relatives to provide their childcare were also on waiting lists for childcare centers (SFUSD Children's Centers). One of these parents had stopped looking for childcare at the time of our followup call, but she had been on the waiting list for almost a year. While she worked, her four year old was cared for on a fulltime basis by her adult daughter. However, we again found that this childcare arrangement was not stable because the daughter was planning to enroll in school shortly. The situation of the other parent on a SFUSD waiting list was also difficult because she was unable to locate a reliable source of childcare. Her child was too young to be eligible for a Children's Center, yet she had already enrolled him on their waiting list in anticipation of the long wait for an opening. She was working parttime until 2:30 in the afternoon, but she wanted to find a fulltime job or go to school. While she worked, relatives were caring for her infant - her mother until she (the mother) had to go to her evening job and her brother until she (the parent) got home from work. Again, this parent expressed great anxiety that this childcare arrangement with relatives was not long term. She wanted more reliable fulltime childcare, however, as she told us, "it costs too much".

Another trend in the problems experienced by parents who could not find childcare can be described as a 'Catch-22" dilemma: often a parent cannot afford childcare until s/he finds steady employment, but it is difficult to look for a job and to secure one without having some type of childcare lined up. Four respondants in our survey were besieged by this predicament. To illustrate, two parents of infants needed fulltime childcare. However, they stated they could afford only about $50. per month for such services. One of these parents described her problem as precisely this "Catch-22" situation. The other parent was attending school fulltime but would soon be getting a fulltime job. She had only a temporary babysitter parttime for $15. per week, yet felt she could not rely on this person for fulltime childcare once she started working. She stressed her inability to pay for "what childcare costs", yet she also voiced her commitment to finding quality infantcare. Her response to our survey question indicated that 'not finding regular childcare will hinder (my) school attendance and future job hunting".

Two other parents were also trapped in the "Catch-22" dilemma. Both were on SFUSD Children's Centers waiting lists and both were AFDC recipients. One of these parents - also a single parent - needed childcare for two children: after school care for her 5 year old and fulltime chare for her youngest child. She found it difficult to look for work since she couldn't afford to hire a babysitter during job interviews. She was hoping that there would be an opening at the Children's Center for her younger child once he was old enough to be eligible.

The last parent in our sample of 13 was experiencing a unique predicament. A single parent looking for full or parttime childcare for her four year old son, she was a childcare worker in a family daycare home which had a special educational component. However, she preferred not to have her child in the same setting where she was working. She had only a temporary childcare arrangement with a friend while she was working and searching for another childcare provider. She was still looking for a permanent childcare facility when we reached her with our followup call in February.

SUMMARY

The responses of parents to our followup survey did give us a quick look at some of the problems and stresses which people experience when they do not find stable childcare arrangements. Respondants indicated that using friends or relatives for their childcare was not a satisfactory solution because it was often unreliable and only temporary. This situation also imposed a burden on the relatives by delaying their future plans and by consuming the time which they would normally have free. Parents also told us that not finding childcare jeapordized their ability to look for and secure regular employment or to continue in an educational program. Also, judging from the parents' assertions that they could afford to pay only a minimal amount per month for childcare services, the long SFUSD Children's Center waiting lists also caused delays in vocational or educational plans. Because other types of childcare were too expensive for these parents, they felt that waiting for a Children's Center opening was their only other alternative.

However, this is merely an overview of the myriad of difficulties which families undergo during such a crisis. It may be true that not finding childcare does not necessarily have a strong detrimental impact on the lives of parents and their children. This is partly because parents need or desire childcare for many reasons - e.g. a desire to find childcare for the developmental needs of a child as opposed to needing childcare in order to work or attend school. Whether the effects to not finding childcare cause severe problems in the family or merely lead to some inconveniences, the fact remains that a reliable, quality childcare arrangement does impact upon the individual and family situations of people. In light of this fact, childcare can no longer be considered only as a service for *some* individuals by choice or need. Childcare must also be recognized as a social utility which can benefit the entire society.

DOCUMENTATION OF UNMET CHILDCARE NEEDS

FEBRUARY, 1977

The following data regarding unmet childcare needs in San Francisco have been gathered from telephone calls from parents and human service agencies received by the Childcare Switchboard information and referral counselors.

DESCRIPTIVE STATISTICS

A. # of children for whom childcare was requested: 367
B. Breakdown of childcare needs according to:
   1. Age of child
   2. Time category of childcare need

TIME CATEGORY

		Regular Fulltime	Regular Parttime	Temporary/ Occasional	TOTAL # OF CHILDREN
	Birth-6 mts.	22	10	0/5	37
	7-23 months	40	33	2/9	84
AGE CATEGORY	2-3 years	71	33	5/13	122
	4-5 years	40	29	4/12	85
	6 + years	5	14	[illegible]/12	34
	TOTAL # OF CHILDREN BY TIME CATEGORY	178	119	14/51	362

5*

TOTAL: 367

*NOTE: Missing data - # of children for whom age &/or time need not recorded

FIGURES IN ABOVE DIAGRAM REPRESENT NUMBER OF CHILDREN

C. Comparison of Total Unmet Childcare Needs by Time Category

   1. Pre-School Children (Ages Birth-5 years)*
      a. Regular Fulltime Care (4-5 days; 6-12 hrs. daily) [illegible]
      b. Regular Parttime Care (Regular scheduled c/c less than FT) [illegible]
      c. Occasional/Temp. Care (Unscheduled; "as needed" [illegible]

[illegible]

*NOTE: Missing data not included

2. Children 6 + years

a. Regular Fulltime	15%
b. Regular Parttime	41%
c. Temporary/Occasional	44%
	100%

D. Comparison of total unmet childcare needs by Age Category

1. Birth-6 mts.	10%
2. 7-23 months	24%
3. 2-3 years	34%
4. 4-5 years	23%
5. 6 + years	9%
	100%

E. Projected childcare needs (PRE-NATAL)

1 - # of callers requesting childcare referrals before his/her child was born.

F. Breakdown of unmet childcare needs within Time Category

1. Fulltime	# of children (%)
a. Days	171 (96%)
b. Evenings	7 (4%)
TOTAL	178 (100%)

2. Parttime	# of children (%)
a. Mornings only	28 (28%)
b. Afternoons only	37 (37%)
c. Evenings	15 (15%)
d. 1-3 Full days	21 (20%)
	101 (100%)
	18*
TOTAL	119

*NOTE: Missing Data - # of children needing Part time care for whom time category was not delineated.

G. Regular Fulltime Childcare Fees

This data represents monthly estimates of fulltime childcare cost per child gathered from caller's response to "How much can you afford to [illegible]

Cost Per Child per Month	# of callers (%)
1. $0	16 (12%)
2. Less than $50	19 (14%)
3. $51-$100	33 (25%)
4. $101-$150	49 (36%)
5. Greater than $150	17 (13%)
TOTAL	134* (100%)

*NOTE: This data was collected for 85% of callers requesting Fulltime childcare.

Children's News - ADVOCATE

BI-MONTHLY NEWSLETTER OF THE CHILDCARE SWITCHBOARD - CHILDREN'S COUNCIL
3896 - 24th Street San Francisco, California 94114

Senator Cranston holds National Childcare Hearings

Senator Alan Cranston (D. Calif.), Senate Majority Whip and chairman of the Child and Human Development Subcommittee of the Senate Human Resources Committee, announced today that he will be holding two hearings on the subject of child care and child development programs in California in November and December of this year.

In announcing the scheduling of the November and December hearings, Senator Cranston indicated that his Child and Human Development Subcommittee was preparing comprehensive child care legislation and is seeking the comments of various organizations and individuals as this legislation is developed. He also announced that further hearings will be held in other areas of the country and in Washington early next year.

Senator Cranston was named chairman of the newly organized Child and Human Development Subcommittee earlier this year. The Subcommittee has already acted on legislation involving child abuse and adoption assistance programs. Senator Cranston also recently introduced a bill to extend through 1981 the Head Start program -- a preschool program currently serving 349,000 children from low-income families. The Head Start program is due to expire next year.

The California hearings will be focused both upon child development programs, such as the Head Start program and the need for comprehensive Federal child care legislation. Senator Cranston indicated that the Subcommittee would be looking into some specific areas of concern, such as the need for diversity in child care service systems, means of assuring quality in child care programs. the role of information and referral agencies, cost-effectiveness, and employment-related issues.

CURRENT ISSUES

continued from front page

Because of the time limitations, all groups or individuals wishing to appear may not be able to present oral testimony. However, those groups or individuals who are unable to testify orally, may submit written statements which will be included in the printed hearing record.

The Subcommittee is also attempting to arrange for child care facilities to be available to parents wishing to attend the hearings. Persons interested in taking advantage of such child care arrangements should contact Senator Cranston's San Francisco or Los Angeles office at least ten days before the hearing to reserve a place for their child or children.

The November hearing will be held in San Francisco on November 25, from 9 a.m. to 1 p.m. in the Ceremonial Courtroom, 19th Floor, U.S. Federal Building, 450 Golden Gate Avenue, San Francisco. The December hearing is scheduled for Los Angeles, on Monday, December 12, from 9 a.m. to 1 p.m., in the Washington Room of the Los Angeles County Patriotic Hall, 1816 S. Figuaroa, Los Angeles.

Individuals or organizations interested in further information on the hearings or in giving oral or written testimony should contact either Senator Cranston's San Francisco office (Suite 301, One Hallidie Plaza, San Francisco, 94102 (415) 556-8440) or Los Angeles office (Room 410, 10960 Wilshire Blvd., Los Angeles, 90024 (213) 824-7641), or the staff of the Child and Human Development Subcommittee (Room 4230, Dirksen Senate Office Building, Washington, D.C. 20510 (202) 224-9181).

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Copies of the Childcare Task Force Report are available for review in our offices. Aslo available is statistical data on unmet needs by district neighborhood, and the availability of childcare services by district-neighborhood. Call 826-1130 for more information, and dates of upcoming candidates nights in the districts. And most important, remind your friends, co-workers, and parent groups to VOTE, NOVEMBER 8th.

Licensing Limbo

As we go to press several important licensing issues remain in limbo. On October 26-27th the State Department of Health's Advisory Committee on Community Care Facilities will review the Department's final drafts of the new Family Day Care Home and Day Care Center Regulations. (This meeting is open to the public, call 826-1130 for details). Once that review is final there will be an announcement of Public Hearings on the new regulations. There must be a 30 day period between the announcement and the hearing, so we can guess that the hearings will take place in December or January. Our December newsletter will contain updated information, and we will sponsor several workshops on the new regs for interested providers and centers once the final draft is available.

Locally, the Department of Social Services is preparing to turn back its responsibility for the licensing of Family Day Care homes to the State Dept. of Health. Many other counties in California have already taken this action arguing that the state reimbursement per license is too low to meet their actual costs. In some counties, the turn-back has created enormous back-logs of applications, and applicants have had to wait 6 - 9 months before receiving a license. Before turn-back is completed in San Francisco it msut be approved by the Board of Supervisors. They are expected to consider it this month.

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Senator CRANSTON. Since California, indeed, does lead the Nation in this aspect of child care, I hope we can draw from your experiences when we consider the national implications and needs in this regard.

Because we are falling behind in our schedule and I want to hear all the witnesses that I can, I am going to forego questions at this time. I do have some in writing that will be sent to you and I hope you will get them back in time for our record.

[Senator Cranston's questions and the responses received may be found on pp. 186–190.]

Sam, do you have any questions?

Senator HAYAKAWA. I would like to say to Betty Cohen that I was very, very impressed with her testimony.

Essentially it started out as a co-op, didn't it, Bananas?

Ms. COHEN. We started out with parent involvement in trying to find their own child care, yes.

Senator HAYAKAWA. And it has been self-sustaining in a large part?

Ms. COHEN. That is a long story. It is a story, I think, that is very common to most community groups in which you generate your own income, like I said, from a garage sale. Then because the need was so strong from the community and the response was so strong from the community, we really tried to maintain it on a low-level, we went to the Y, they gave us a phone, we answered it 2 hours a day, then we went to our phones at home and answered them. Then we had to move to foundation funding.

Senator HAYAKAWA. You did get foundation funding?

Ms. COHEN. We moved to private foundations, yes.

Senator HAYAKAWA. And there has been no participation by civic and State funds?

Ms. COHEN. Not until this year.

Senator HAYAKAWA. Is that a very similar kind of thing, the "Childcare Switchboard?"

Ms. SIEGEL. Yes. In fact, we are really sister agencies that have developed along much the same lines. The Switchboard, Bananas, and many other California child care information and referral agencies receive some support from CETA positions, but CETA funding is precarious. Our cooperative efforts worked when we first started and were in a little basement and got eight calls a day, but as we grew and began receiving 60 calls a day, and as the need to provide referrals and services in Spanish and other languages of our community, we clearly felt the need to broaden our staffing, and of course this required more funding. I think that most resource and referral agencies have community roots, and many of us, at least Betty and myself, were parents in parent cooperatives. It was through that experience that we entered into our roles in resource and referral agencies. We are not your typical professionally trained expert. We are really parents coming out of the community who want to serve other parents.

Senator HAYAKAWA. That makes a lot of sense to me, both "Bananas" and "Childcare Switchboard." They started as cooperatives. I have been sort of involved in cooperatives for an awfully long time and I believe very strongly in the principle of bringing people together and they are all participating in putting their own selves into it rather than waiting for an external agency to do something for them.

Thank you, ladies, very, very much.

Senator Cranston. I can't resist asking just one question. Where did the name "Bananas" come from?

Ms. Cohen. We used it in the beginning because people looking for child care often say they are going bananas, they are going up the wall or something.

Senator Cranston. Thank you very much.

Now we have a panel on employment related concerns, with Linda Almdale, Humboldt Child Care Council, Eureka; Sylvia Barroso, Children's Center Division, San Francisco Unified School District; and Joseph Breiteneicher, Employment Law Center, San Francisco.

STATEMENT OF LINDA S. ALMDALE, HUMBOLDT CHILD CARE COUNCIL, EUREKA

Ms. Almdale. Mr. Chairman and members of the Subcommittee on Child and Human Development, my name is Linda Almdale, and I am presenting testimony to you today on behalf of parents, public employment programs, and employers in general regarding the need for expansion of child care programs, as well as improved efficiency of the existing system.

In presenting this testimony, I wear a great variety of hats. First of all, I was an AFDC recipient for 2 years in the State of California. Initially, my husband and I, along with our newborn daughter, received AFDC payments because there were no jobs available where we lived. The economic stress which we experienced, coupled with the responsibility for a child was part of what led us to divorce. Then, as a single parent, I faced poverty and unemployment along with the tremendous pressures of raising a child alone.

As a first step to resolving these problems, I returned to school to complete my bachelor's degree. This step enabled me to continue to qualify for AFDC while also allowing me to take out student loans and work part-time on the campus. The campus I attended was fortunate enough to have State funding for a child development center, and this public service was crucial to making my way off of the public welfare roles. Although I felt badly about leaving my baby for long periods of time, I could not tolerate the stress of working with young children in the center, so I became one of the uncooperative parents who did not work regularly with the children in the program.

I did not feel guilty about this because I felt it was better for my daughter to learn that while she went to her school, I went to mine, and that she would become confused if I began appearing in her program, and that this would increase the separation problems we were both having. However, I did feel guilty enough to try to think of a method which would enable me to contribute something to her center and to the child care effort generally.

Finally, I devised a work-study position as a family-staff consultant, which meant that I was a troubleshooter for problems which didn't revolve around the daily program. Within 3 months, the center had numerous funding crises, and I became the director by drawing the short straw among the people who had been involved with the center for the longest period of time.

In 2 years with the program, my priorities were administrative: (1) to secure permanent buildings, (2) to see that staff was paid regularly, (3) to devise a funding method which would be stable, (4) to encourage parent involvement (as opposed to requiring it, or a parent education approach), and (5) to separate the administrative duties from the programmatic aspects of child care.

As time went on, my interest in child care broadened, and I knew that it was necessary to deal with the community to a greater extent. This was not possible through the campus, nor through any other public agency, so I founded the Humboldt Child Care Council as a private, nonprofit organization. Within a month after our incorporation, we received a grant of $100,000 from our CETA prime sponsor, the Humboldt County Board of Supervisors, to provide child care services through a vendor payment program for eligible CETA participants. This grant was in response to the demands of parents who had been prohibited from seeking, obtaining, and maintaining employment because of lack of child care funding.

In the middle of our first year, we received another grant through the CETA program for the position of a child care technician whose primary job would be to conduct a comprehensive needs assessment throughout our county for child care. Humboldt County is a rural county in northern California which is isolated from the rest of the State by geographic distance, as well as by weather conditions during much of the year. Residents are spread throughout the county in clusters of small towns, and in many cases, in the mountains where there are vast geographic distances between dwellings—and I use that word deliberately in places of "houses". The unemployment rate in our county is at least 18 percent, and this economic stress is coupled with a high rate of alcoholism.

The needs assessment which we designed was accomplished through a person-to-person method, utilizing parent groups who were interested in establishing child care for their communities. The method guaranteed a high rate of accurate response. After completing the needs assessment, we were able to apply for available State funding, and we received a large grant from the State of California for resource and referral services, for three child care centers, and for a vendor payment program. As quickly as we could implement these programs, they were filled, and waiting lists began to grow. CETA matched the State funding with continued support for the payment of CETA participants' child care and with a training program for the centers. At the beginning of our second year, I was appointed to the Governor's advisory committee on child development programs as a parent representative with a specialty in CETA programs, rural child care, campus child care, and administration and finance of child development programs.

As we begin our third year of operation, we continue to be an agency which is grassroots in nature, and very responsive to the families we serve. Our State funding has expanded, and our CETA funding continues. We have added a new project entitled "Families and Work." This program, which is also funded by CETA, focuses on the transitions experienced by families as they enter employment. It is a program of practical help which advocates for each individual family with public services they may still be eligible to receive, and which works at solving problems ranging from funding child care services to solving transportation problems to assisting with such otherwise simple tasks as laundry and grocery shopping. The program also focuses on helping children in each family understand the concept of work on a one-to-one basis through practical methods—such as taking the child to visit the parent's worksite, and following through by explaining the work system within which the parent works—that is, newspaper industry, highways, and so forth. We are also focused on abuse and neglect problem in our area which are numerous and severe in nature.

As I study the problems of employment-related child care, I see several aspects which must be addressed by any new Federal legislation which is proposed. First of all, we must have a cost-efficient system of distributing the child care funds to the children so that the administrative system itself does not absorb an unreasonable percentage of the funds available to children. This must be accomplished through a flexible system in which there are State or local prime sponsors.

Second, health and safety of each child in the system must be assured by appropriate regulations and monitoring of facilities. We cannot spend tax funds to purchase care which threatens the health and safety of children. This priority must also address the issue of facilities for child care programs which is a severe problem, especially in rural areas which do not have public buildings available. Addressing this problem means looking at available funds and manpower which could be utilized to build and renovate structures—that is, HUD, CDA, CETA, et cetera. This would also address the issue of unemployment in the construction industry to a certain degree.

Third, we must be aware of the importance of those persons employed to care for our children in terms of the skills which are required, as well as the personal attributes which are necessary. This importance must be reflected through wages which are equitable with other professional positions and support positions. When we deal with caring for children for the employed parent, we are dealing with the social structure, morals, and values of our Nation. An example of this is the Federal minimum wage law for babysitters which was passed over a year ago and has yet to be implemented or enforced even through our public funding systems. This lack of respect for the law by the Government is shameful. Obviously, caring for children is in a class with other positions which require minimum wage, and yet the law, which primarily affects poor women, is blatantly ignored.

Fourth, we must not force women who happen to have children to work with children if they do not wish to do so. Employment programs must have a wide diversity of choice for low-income parents, and wages paid must reflect the prevailing wage. This has been one of the true advantages of CETA. The public employment goals of encouraging self-support will not be accomplished if parents are stuck in deadend, low-paying jobs. Employment programs also must be written to include child care costs for families who need child care, otherwise, the programs will be self-defeating.

It is only through the cooperative efforts of both public and private employment in regard to child care that a system can be built in the United States that will answer the diverse needs of our citizenship. We need to recognize children as a resource, and we need to utilize the time of their earliest years to teach ecological values, respect for individual differences, independence, and creativity. If we are to support the family, we must commit financial resources to doing so through funding of basic services and innovative designs. And we must make this commitment today, because tomorrow will be too late.

Many of the problems which are costly to us both financially, as well as to the society itself, can be avoided through supporting the family, both financially and attitudinally, during the years when child care is needed. We need to provide not only child care, but other programs which alleviate stress from the family—such as sick-care, abuse and neglect prevention, et cetera—and enable it to function as optimally as possible. We need to provide services in recognition of the fact that the two-parent family, with one member caring full time for the children, is practically an extinct structure. We need to remove guilt from mothers, and we need to respect the child care workers. And we need, above all, to translate the results of committees and commissions and conferences and meetings and studies and researchings into practical, available support for our nation's families.

Senator CRANSTON. Thank you.

[The prepared statement of Ms. Almdale follows:]

TESTIMONY

ON

EMPLOYMENT-RELATED CHILD CARE

PRESENTED TO

The Subcommittee on Child and Human Development

by

Linda S. Almdale

November 25, 1977

Testimony on Employment Related Child Care

Mr. Chairman and Members of the Subcommittee on Child and Human Development, my name is Linda Almdale, and I am presenting testimony to you today on behalf of parents, public employment programs, and employers in general regarding the need for expansion of child care programs, as well as improved efficiency of the existing system. In presenting this testimony, I wear a great variety of hats. First of all, I was an AFDC recipient for two years in the State of California. Initially, my husband and I, along with our new-born daughter, received AFDC payments because there were no jobs available where we lived. The economic stress which we experienced, coupled with the responsibility for a child was part of what led us to divorce. Then, as a single parent, I faced poverty and unemployment along with the tremendous pressures of raising a child alone. As a first step to resolving these problems, I returned to school to complete my Bachelor's degree. This step enabled me to continue to qualify for AFDC while also allowing me to take out student loans and work part-time on the campus. The campus I attended was fortunate enough to have State funding for a child development center, and this public service was crucial to making my way off of the public welfare roles. Although I felt badly about leaving my baby for long periods of time, I could not tolerate the stress of working with young children in the center, so I became one of the uncooperative parents who did not work regularly with the children in the program. I did not feel guilty about this because I felt it was better for my daughter to learn that while she went to her school, I went to mine, and that she would become confused if I began appearing in her program, and that this would increase the separation problems we were both having. However, I did feel guilty enough to try to think of a method which would enable me to contribute something to her center and to the child care effort generally. Finally, I devised a work-study position as a Family-Staff Consultant, which meant that I was a trouble shooter for problems which didn't revolve around the daily program. Within three months, the center had numerous funding crises, and I became the director by drawing the short straw among the people who had been involved with the Center for the longest period of time. In two years with the program, my priorities were administrative: 1) To secure permanent buildings, 2) To see that staff was paid regularly, 3) To devise a funding method which would be stable, 4) To encourage parent involvement (as opposed to requiring it, or a parent education approach), and 5) To separate the administrative duties from the programatic aspects of child care. As time went on, my interest in child care broadened, and I knew that it was necessary to deal with the community to a greater extent. This was not possible through the campus, nor through any other public agency, so I founded the Humboldt Child Care Council as a private, non-profit organization. Within a month after our incorporation, we received a grant of $100,000.00 from our CETA prime sponsor, the Humboldt County Board of Supervisors, to provide child care services through a vendor payment program for eligible CETA participants. This grant was in response to the demands of parents who had been prohibited from seeking, obtaining, and maintaining employment because of lack of child care funding. In the middle of our first year, we received another grant through the CETA program for the position of a Child Care Technician whose primary job would be to conduct a comprehensive needs assessment throughout our County for child care. Humboldt County is a rural county in Northern California which is isolated from the rest of the State by geographic distance, as well as by weather conditions during much of the year. Residents are spread throughout the county in clusters of small towns, and in many cases, in the mountains where there are vast geographic distances between dwellings (and I use that word deliberately in place of "houses"). The unemployment rate in our County is at least 18%, and this economic stress is coupled with a high rate of alcoholism.

The needs assessment which we designed was accomplished through a person-to-person method, utilizing parent groups who were interested in establishing child care for their communities. The method guaranteed a high rate of accurate response. After completing the needs assessment, we were able to apply for available State funding, and we received a large grant from the State of California for Resource and Referral services, for three child care centers, and for a vendor payment program. As quickly as we could implement these programs, they were filled, and waiting lists began to grow. CETA matched the State funding with continued support for the payment of CETA participants' child care, and with a training program for the centers. At the beginning of our second year, I was appointed to the Governor's Advisory Committee on Child Development Programs as a parent representative with a specialty in CETA programs, rural child care, campus child care, and administration and finance of child development programs.

As we begin our third year of operation, we continue to be an agency which is grassroots in nature, and very responsive to the families we serve. Our State funding has expanded, and our CETA funding continues. We have added a new project entitled "Families and Work." This program, which is also funded by CETA, focuses on the transitions experienced by families as they enter employment. It is a program of practical help which advocates for each individual family with public services they may still be eligible to receive, and which works at solving problems ranging from finding child care services to solving transportation problems to assisting with such otherwise simple tasks as laundry and grocery shopping. The program also focuses on helping the children in each family understand the concept of work on a one-to-one basis through practical methods - such as taking the child to visit the parent's worksite, and following though by explaining the work system within which the parent works - i.e. newspaper industry, highways, etc. We are also focused on abuse and neglect problems in our area which are numerous and severe in nature.

As I study the problems of employment-related child care, I see several aspects which must be addressed by any new Federal legislation which is proposed. First of all, we must have a cost-efficient system of distributing the child care funds to the children so that the administrative system itself does not absorb an unreasonable percentage of the funds available to children. This must be accomplished through a flexible system in which there are State or local prime sponsors.

Second, health and safety of each child in the system must be assured by appropriate regulations and monitoring of facilities. We cannot spend tax funds to purchase care which threatens the health and safety of children. This priority must also address the issue of facilities for child care programs which is a severe problem, especially in rural areas which do not have public buildings available. Addressing this problem means looking at available funds and manpower which could be utilized to build and rennovate structures (i.e. HUD, CDA, CETA, etc.) This would also address the issue of unemployment in the construction industry to a certain degree.

Third, we must be aware of the importance of those persons employed to care for our children in terms of the skills which are required, as well as the personal attributes which are necessary. This importance must be reflected through wages which are equitable with other professional positions and support positions. When we deal with caring for children for the employed parent, we are dealing with the social structure, morals, and values of our nation. An example of this is the Federal minimum wage law for babysitters which was passed over a year ago and has yet to be implemented or enforced even through our public funding systems. This lack of respect for the law by the Government is shameful. Obviously, caring for children is in a class with other positions which require minimum wage, and yet the law, which primarily affects poor women, is blatently ignored.

Fourth, we must not force women who happen to have children to work with children if they do not wish to do so. Employment programs must have a wide diversity of choice for low income parents, and wages paid must reflect the prevailing wage. This has been one of the true advantages of CETA. The public employment goals of encouraging self-support will not be accomplished if parents are stuck in deadend, low paying jobs. Employment programs also must be written to include child care costs for families who need child care, otherwiss, the programs will be self-defeating for heads of households who will be unable to afford to work because of the cost to do so.

It is only through the cooperative efforts of both public and private employment in regard to child care that a system can be built in the United States that will answer the diverse needs of our citizenship. We need to recognize children as a resource, and we need to utilize the time of their earliest years to teach ecological values, respect for individual differences, independence, and creativity. If we are to support the family, we must commit financial resources to doing so through funding of basic services and innovative designs. And we must make this committment TODAY, because tomorrow will be too late.

Many of the problems which are costly to us both financially, as well as to the society itself, can be avoided through supporting the family, both financially and attitudinally, during the years when child care is needed. We need to provide not only child care, but other programs which alleviate stress from the family (such as sick-care, abuse and neglect prevention, etc.), and enable it to function as optimally as possible. We need to provide services in recognition of the fact that the two parent family, with one member caring full time for the children, is practically an extinct structure. We need to remove guilt from mothers, and we need to respect the child care workers. And we need, above all, to translate the results of committees and commissions and conferences and meetings and studies and researchings into practical, available support for our nation's families.

Senator CRANSTON. Ms. Barroso you may proceed.

STATEMENT OF SYLVIA BARROSO, SOCIAL WORKER, CHILDREN'S CENTER PROGRAM, SAN FRANCISCO UNIFIED SCHOOL DISTRICT, SAN FRANCISCO

Ms. BARROSO. Senator Cranston and members of the Subcommittee on Child and Human Development, I am pleased to have this opportunity to testify before you today. My name is Sylvia Barroso. I am a social worker in the Children's Centers program of the San Francisco Unified School District, a program which provides child care for approximately 2,900 children, ranging in age from infancy through 12 years.

As a social worker in the Children's Centers, some of my duties include daily contact with parents who are enrolling children for the first time in our program; followup recertification of eligibility for approximately 500 families, at least every 6 months or less if there is any change in family status; as well as support services. In total, I would estimate that I interview at least 1,500 parents per year.

The subject that I am addressing today is employment related concerns. I feel I do have some understanding of this in programs such as ours. I should say that the views I am expressing here do not necessarily represent those of the San Francisco Unified School District.

A basic problem in discussing employment related concerns lies within the fact that child care in this country has been traditionally viewed primarily as an "employment enabler" rather than in its broader context as a vital component of the family support system and a positive service for enriching the development of children during their crucial formative years.

At this time, I would like to discuss some of the current operating regulations used in San Francisco, showing how they work against families rather than for them. One area of concern arises in policies regarding the application of family fee schedule for child development services. Title XX guidelines stipulate that no fee shall be paid by families who are current recipients of cash grants. Taken at face value, there would appear to be no problem with such a policy. However, this Catch 22, rather than serving as an incentive for work and improving one's income status, creates a day care-welfare syndrome where a parent succeeds in finding employment or acquiring a better paying job, getting off welfare, only to discover that the fees charged for child care once they become independent of the welfare system make it more economically intelligent for them to return to welfare. As a result, parents experience the contradictions in Government policy and its implementation. For example, the AFDC programs encourage a national goal of self-sufficiency while another area of service creates a situation in which self-sufficiency is neither possible nor desirable to achieve.

The welfare-child care dependency works against the very low-income, nonwelfare recipients, many of whom, for cultural reasons, avoid involvement in welfare systems. These families are needlessly penalized, since receiving a welfare grant in any amount assures free child care, while earning an income, however minimal, carries no such assurance.

Moderate-income families, both single-parent and two-parent families, who work, but cannot afford good quality child care services, even though they are neither poor nor welfare recipients, suffer also in a number of ways. They are subject to a fee schedule which considers gross income rather than net, and everyone here who has ever received a paycheck knows that there is very little relationship between the two. The fee schedule then dictates that a parent enrolling in our program whose gross monthly income, adjusted for family size, exceeds 84 percent of the State's median income, shall pay full program cost for service, which is $1.28 per hour. Since need for service far exceeds the facilities available, enrollment priority guidelines accompanying the fee schedule place parents whose income exceeds 84 percent as last priority for enrollment, to be accepted in a center only after all other requests for service have been filled.

I will cite an example to demonstrate how application of hypothetical median income becomes discriminatory in practice, both in terms of fees assessed and eligibility for service. Parent A, a single parent with one child, earns a gross monthly income of $828, which when we take into consideration the difference between gross and net income, as well as the present cost of living, becomes quite a meager wage. According to the fee schedule, this parent is assessed a fee of 26 cents per hour for child care services. Parent B, also a single parent with one child, earns a gross monthly income of $829, an unquestionably equally meager wage. However, parent B must pay a fee of $1.28 per hour for child care service; and although her need for child care equals that of parent A, can enroll only if there are no unfilled requests for service by families higher on the priority list.

Thus, an increase of $1 in gross income makes child care both prohibitively expensive and all but inaccessible. The resulting elimination of moderate-income families quite artificially creates a program both economically and most often racially segregated.

In a program as large as that of the San Francisco Unified School District, I seriously question whether the massive amount of paperwork and personnel involved in the determination and collection of fees justifies the relatively minute amount of money actually collected from income-eligible families. In fact, I suspect that there is more money spent in devising elaborate median-income schemes and hiring a whole network of people to implement them than is actually collected.

Finally, the fee schedule discriminates against single parents, most of whom are women. In terms of monthly expenses, rent for instance, it is the same for a single mother and her children as it is for a two-parent family. Needless to say, such things are not taken into consideration in the fee schedule.

The effects of such an inequitable fee system extend beyond the financial considerations. Due to the lack of available facilities and the resulting massive waiting lists maintained, parents are forced to do everything in their means to establish and maintain their eligibility. Such a system encourages deceit, creates an underlying tension in the lives of families, and produces an atmosphere of mutual mistrust between provider and parent.

A second major area of concern relates to eligibility for child development services. Title XX guidelines as mandated in Federal legislation and developed by State agencies, stipulate that a parent has 60 working days per year in which to find employment, or eligibility for child care is canceled. Given the situation of the present job market, this restriction often becomes quite unrealistic. This of course, discriminates in particular against minority parents or poverty level parents who lack sufficient marketable skills to gain entrance into conventional occupations. This, in turn, forces parents to take any job available, happiness notwithstanding, simply to meet the minimum requirements to keep their child in the center.

Present eligibility regulations discriminate against another category of parents, those pursuing education beyond the baccalaureate degree. These parents become ineligible for child care. Even if the Government interprets the proper end of study to be employment, and this in itself is questionable, many professions for which people study include course work which must extend beyond into graduate school. In this category, strangely enough, are the very disciplines needed to deliver quality child care services, teachers, social workers, psychologists, nurses, et cetera.

It should be obvious that the pressures on families to meet initial eligibility requirements and maintain eligibility for child care services are disruptive and destructive to both family stability and to the child's development. I have seen countless numbers of children put into a center for 2 months, develop relationships with both adults and children, only to be taken out of this important environment when his parent fails to find a job, takes a pregnancy leave from work, completes his B.A. and enters graduate school to pursue a career which promises to be personally and economically rewarding.

In addition to the problems which I have already enumerated, I am deeply concerned with the implications of such stringent eligibility regulations, particularly on children and families already functioning marginally under the burden of economic and social pressures. These parents, for whom child care services and family support are probably most crucial, have the greatest difficulty maintaining eligibility for child care services under the present system. I am speaking specifically about the potential for child abuse and neglect within these families and the situational pressures and frustrations which trigger actual incidents of abuse. Child development services have the potential and the responsibility for enormous impact in prevention of child abuse and neglect, and for strengthening and facilitating stabilization of families. Yet, at the present time, the great irony is that prevention is not a consideration in determination of eligibility. However, the moment a child and family become institutionally identified as child abusers, their eligibility for service is not only guaranteed, but elevates them to the top priority for enrollment. Must a parent and child suffer the trauma of abuse before we are willing to recognize and meet their needs?

The intent of child care, in its broadest sense, must be to provide a developmental opportunity for children and families. This perspective demands that we take into consideration the child's need to develop socially, emotionally, intellectually, and physically; the maintenance and stabilization of the family; maximizing opportunities for self-realization of all members of the family.

Child development services can only meet this goal when we recognize the importance of such a service to the community and to the entire Nation. Toward this end, I suggest that instead of merely giving lipservice to the sanctity of the family unit, what is required is a national commitment to develop child care legislation, employing resources of both the Government, as well as the private sector, to support programs which will enhance family functioning and have a positive impact on family life.

Thank you.

[The prepared statement of Ms. Barroso follows:]

TESTIMONY FOR THE SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT

Senator Cranston and Members of the Subcommittee on Child and Human Development, I am pleased to have this opportunity to testify before you today. My name is Sylvia Barroso. I am a social worker in the Children's Centers Department of The San Francisco Unified School District, a program which provides childcare for approximately 2900 children, ranging in age from infancy through age 12.

As a social worker in the Children's Centers some of my duties include daily contact with parents who are enrolling children for the first time in our program; follow-up recertification of eligibility for approximately 500 families at least every 6 months or before if there is any change in family status; as well as provision of regular social work support services. In total, I would estimate that I interview at least 1500 parents per year.

The subject I am addressing today is employment related concerns, and I do feel that I have some understanding of the impact of programs such as ours on families and children. I should say that the views I expressed here do not necessarily represent those of the San Francisco Unified School District, but are rather observations drawn from my experience within this program.

A basic problem in discussing employment related concerns lies within the fact that childcare in this country has been traditionally viewed primarily as an "employment enabler," rather than in its broader context as a vital component of the family support system and a positive service for enriching the development of children during their crucial formative years.

It is not necessary to cite the numerous studies over the past twenty years which unequivocally support the value of child development programs for children. And as a social worker, I am painfully aware of the needs of families in areas such as parenting education, counseling, health services, nutrition education, etc. -- supports that were available to families and have disappeared with the emergence of new definitions of the family. Unfortunately, regulations for providing service have been written from a rather limited perspective. The result is the creation of situations for children and families which contradict the best intentions of what we set out to accomplish.

At this time I would like to discuss some of the current operating regulations used in San Francisco; showing how they work against families rather than for them. One area of concern arises in policies regarding the application of Family Fee Schedule for Child Development Services. Title XX Guidelines stipulate that no fee shall be paid by families who are current recipients of cash grants benefits. Taken at face value there would appear to be no problem with such a policy. However, this Catch 22 rather than serving as an incentive for work and improving one's income status creates a day care/welfare syndrome. where a parent succeeds in finding employment or acquiring a better paying job, getting off of welfare only to discover that the fees charged for childcare once they become independent of the welfare system make it more economically intelligent for them to return to welfare. As a result, parents experience the contradictions in government policy and its implementation. for example, the A.F.D.C. Program encourages a national goal of self-sufficiency while another area of service creates a situation in which self-sufficiency is neither possible nor desirable to achieve.

The welfare/child care dependence works against the very low-income, non-welfare recipients, many of whom for cultural reasons avoid involvement in welfare systems. These families are needlessly penalized, since receiving a welfare grant in any amount assures free child care, while earning an income, however minimal, carries no such assurance.

Moderate income families, both single parent and two parent families, who work but cannot afford good quality child care services even though they are neither poor nor welfare recipients, suffer also in a number of ways. They are subject to a Fee Schedule which considers gross income rather than net--- and everyone here who has ever received a paycheck knows that there is little relationship between the two. The Fee Schedule then dictates that a parent enrolling in our program whose gross monthly income, adjusted for family size exceeds 84% of the state's median income, shall pay full program cost $1.28 per hour. Since need for service far exceeds facilities available, enrollment priority guidelines accompanying the Fee Schedule place parents whose income exceeds 84% as last priority for enrollment, to be accepted in a center only after all other requests for service have been filled.

I will cite an example to demonstrate how application of this "hypothetical median income" becomes discriminatory in practice, both in terms of fees assessed and eligibility for service. Parent A: a single parent with one child earns a gross monthly income of $828.00 which when we take into consideration the difference between gross and net income, as well as the present cost of living, becomes quite a meager wage. According to the Fee Schedule this parent is assessed a fee of .26 per hour for child care services. Parent B: also a single parent with one child earns a gross monthly income of $829.00, an unquestionably equally meager wage, however Parent "B" must pay $1.28 per hour for child care service and although her need for child care equals that of Parent A, can enroll only if there are no unfilled requests for service by families higher on the priority list.

Thus an increase of one dollar in gross income makes child care both prohibitively expensive and all but inaccessible. The resulting elimination of moderate income families quite artificially creates a program both economically and most often racially segregated.

In a program as large as that of the San Francisco Unified School District, I seriously question whether the massive amount of paper work and personnel involved in the determination and collection of fees justifies the relatively minute amount of money actually collected from income eligible families. In fact, I suspect that there is more money spent on devising elaborate "median income" schemes and hiring a whole network of people to implement them than is actually collected.

Finally, the Fee Schedule discriminates against single parents, most of whom are women. In terms of monthly expenses, rent for instance, is the same for a single mother and her children as it is for a two-parent family. Needless to say such things are not taken into consideration in the Fee Schedule.

The effects of such an inequitable fee system extend beyond financial considerations. Due to the lack of available facilities and the resulting massive waiting lists maintained, parents are forced to do everything in their means to establish and maintain their eligibility. Such a system encourages deceit, creates an underlying tension in the lives of families and produces an atmosphere of mutual mistrust between provider and parent.

A second major area of concern relates to eligibility for child development services. Title XX Guidelines as mandated in Federal legislation and developed by state agencies stipulate that a parent has 60 working days per year in which to find employment or eligibility for child care is cancelled. Given the situation of the present job market this restriction often becomes quite unrealistic. This of course discriminates in particular against minority parents or poverty level parents who lack sufficient marketable skills to gain entrance into conventional occupations. This in turn forces parents to take any job available, happiness not withstanding, simply to meet the minimum requirements to keep their child in the center. Included among these parents are those in occupations in which continuing employment is subject to fluctuations in overall economic climate and other variables outside the individual's control. Construction workers, farm workers, and maids number among such occupations.

Another category of people who suffer under the present eligibility regulations are pregnant mothers. Since the condition of pregnancy is not considered a hinderance to employment, current rules make it necessary for a mother to work until the day she gives birth to the child in order to maintain their eligibility for service. To compound this ridiculous situation that mother is expected to return to work the day after the child is born in order to keep her other child or children in a child care center. It seems highly ironic that a child development program such as this should be im complicity with regulations which are clearly anti-family. I believe that it is precisely at such times that a parent needs continuity of support services such as child care, to say nothing of the importance of consistent, on-going care for the child already in the center and the facilitation of the development of a nurturing relationship between mother and infant.

Present eligibility regulations discriminate against another category of parents, those pursuing education beyond the baccalaureate degree. These parents become ineligible for child care. Even if the government interprets the proper "end" of study to be employment, and this in itself is questionable, many professions for which people study include course work which must extend into graduate school. In this category, strangely enough, are the very disciplines needed to deliver quality child care services, teachers, social workers, psychologists, nurses, ad infinitim.

It should be obvious that the pressures on families to meet initial eligibility requirements and maintain eligibility for child care services are disruptive and destructive to both family stability and to the child's development. I have seen countless numbers of children put into a center for two months, develop relationships with both adults and other children only to be taken out of this important environment when his parent fails to find a job, takes pregnancy leave from work, completes his B.A. and enters graduate school to pursue a career which promises to be personally and economically rewarding.

As the child care situation now stands, the tremendous lack of facilities, coupled with high fees and existing eligibility restrictions make it difficult at best for parents to find and maintain quality child care which they can afford at times when they need it.

In addition to the problems which I have already enumerated, I am deeply concerned with the implications of such stringent eligibility regulations, particularly on children and families already functioning marginally under the burden of economic and social pressures. These parents, for whom child care services and family support are probably most crucial, have the greatest difficulty maintaining eligibility for child care services under the present system. I am speaking specifically about the potential for child abuse and neglect within these families and the situational pressures and frustrations which trigger actual incidents of abuse. Child development services have the potential and the responsibility for enormous impact in prevention of child abuse and neglect and for strengthening and facilitating stabilization of families. Yet, at the present time, the great irony is that prevention is not a consideration in determination of eligibility. However, the moment a child and family become institutionally identified as child abusers their eligibility for service is not only guaranteed, but elevates them to ~~the~~ top priority for enrollment. Must a parent and child suffer the trauma of abuse before we are willing to recognize and meet their needs?

The intent of child care in its broadest sense, must be to provide a developmental opportunity for children and families. This perspective demands that we take into consideration the child's need to develop socially, emotionally, intellectually and physically; the maintenance and stabilization of the family; maximizing opportunities for self-realization of all members of the family. Child development services can only meet this goal when we recognize the importance of such a service to the community and the entire nation. Toward this end, I suggest that instead of merely giving lip service to the sanctity of the family unit, what is required is a national commitment to develop child care legislation, employing resources of both the government as well as the private sector to support programs which will enhance family functioning and have a positive impact on family life.

Senator CRANSTON. Mr. Breiteneicher, you may proceed.

STATEMENT OF JOE BREITENEICHER, EMPLOYMENT LAW CENTER, SAN FRANCISCO

Mr. BREITENEICHER. I am Joe Breiteneicher and I am with the Employment Law Center in San Francisco, which is a project of the Legal Aid Society of San Francisco. I would like to speak just briefly about some of the labor market and work force problems that you have heard about.

In addition to the critical matter of child care as a child development issue, it is also an important employment and labor market factor. The lack of comprehensive child care resources severely circumscribes the work force options of the poor, especially women, who, due to the realities of economic survival in this country, must and do work. San Francisco and the Bay Area are a microcosm of this problem. For example, in San Francisco, 50 percent of all women work and 44 percent of the entire civilian workforce is composed of females. The local statistics for minority women show even higher participation rates, 54 percent for black women and 57 percent for women of other minority races. The reason why these women are working is the same as the reason why men work, economic necessity.

Statistics show that 42 percent of all women workers are either single, married with a husband absent, widowed or divorced. In addition, 15 percent of the women in the labor force have husbands who make less than $7,000 a year, and another 13 percent have husbands who make less than $10,000 a year. These figures add up to 70 percent of all the women in the work force whose job has a direct bearing on her of her family's economic survival.

A profile of these working women in the San Francisco area shows that 33 percent of all mothers with children under 6 work. The figure is 55 percent for those women who head a household. Fifty-one percent of all mothers with children between the ages of 6 and 17 work, and over 33 percent of the entire female work force is comprised of mothers with children under 18. For minority women, the figures are even more startling: 51 percent of all black mothers with children under 6 work, and almost 60 percent of all black mothers with children under 18 work.

Sadly, less than 20 percent of the young children of these working women are in any kind of formal child care. The others are left to friends or relatives as arrangements can be made or to latchkey situations where they must fend for themselves.

This paucity of child care services has a direct and depressing impact on the work force mobility of poor women who traditionally have been consigned to low-wage, deadend jobs. The lack of positive child care alternatives means that women are unable to move to a job which may have better pay or the opportunity for career training, because any change in the work schedule may upset child care arrangements which were already tenuous.

In addition, minority women are forced to take jobs close to their ghetto homes in order to be near children left alone with older youths. The work they manage to find is generally less remunerative and fulfilling than that which is available in the overall labor market. Thus, the absence of child care resources contributes directly to the continuation of poverty for those who are working mightily just to keep their heads above water.

Further, there are other women in San Francisco who, but for a lack of child care, would be in the work force. If national figures are to be trusted, then almost 40 percent of the unemployed women in the Bay Area are out of work because they cannot find child care. A 1970 survey of welfare mothers showed that 80 percent of them would be willing to work if they could find a steady job and reasonable child care, and a 1973 study concluded that provision of free day care would increase the labor force participation of low-income mothers by a minimum of 10 percent.

The availability of quality, low-cost child care to all who need it is a matter which must be confronted and resolved. I mention low cost because unless you are one of the lucky and relatively few able to get into a subsidized center, child care can cost you up to 20 percent of your yearly income. For working parents this is an overwhelmingly burdensome situation.

Decisive action by Congress is needed to provide for a multiplicity of locally developed, parent controlled child care alternatives. In addition to supporting positive work force mobility, the expansion of resources would create jobs by opening up occupations and careers for poor women who have manifested considerable skill in managing their families and their jobs.

Critics of child care have suggested that its general accessibility would threaten the stability of the American family. Rather, child care could be the factor which contributes to the social and educational development of children and facilitates the economic well-being of their parents. Without the availability of child care, all talk of affirmative action, full employment, and economic equality has a hollow ring to it.

I hope that Congress will quickly recognize that access to affordable, quality care should be the right of every child and parent in the United States.

Thank you.

Senator HAYAKAWA. Thank you very, very much.

[The prepared statement of Mr. Breiteneicher follows:]

Employment Law Center

Statement of Joe Breiteneicher,
Employment Law Center,
before the Senate Subcommittee
on Child and Human Development,
Hearings on Child Care and Child Development.

November 21, 1977

A Project of the
Legal Aid Society
San Francisco

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The lack of comprehensive child care resources severely circumscribes the workforce options of the poor, especially women, who, due to the realities of economic survival in this country, must, and do, work.

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Statistics show that 42% of all women workers are either single, married with a husband absent, widowed or divorced. In addition, 15% of the women in the labor force have husbands who make less than $7,000 a year and another 13% have husbands who make less than $10,000 a year. These figures add up to 70% of all the women in the workforce whose job has a direct bearing on her or her family's economic survival.

A profile of these working women in the San Francisco area shows that 33% of all mothers with children under six work; the figure is 55% for those women who head a household. 51% of all mothers with children between the ages of six and 17 work and over 33% of the entire female workforce is comprised of mothers with children under 18. For minority women, the figures are even more startling. 51% of all black mothers with children under six work and almost 60% of all black mothers with children under 18 work.

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This paucity of child care services has a direct and depressing impact on the workforce mobility of poor women who traditionally have been consigned to low-wage, dead-end jobs. The lack of positive child care alternatives means that women are unable to move to a job which may have better pay or the opportunity for career training, because any change in the work schedule may upset child care arrangements which were already tenuous. In addition, minority women are forced to take jobs close to their homes in order to be near children left alone or with older youths; the work they manage to find is generally less remunerative and fulfilling than what is available in the overall labor market. Thus, the absence of child care resources contributes directly to the continuation of poverty for those who are working mightily just to keep their heads above water.

Further, there are other women in San Francisco who, but for a lack of child care, would be in the workforce. If national figures are to be trusted, then almost 40% of the unemployed women in the Bay Area are out of work because they cannot find child care. A 1970 survey of welfare mothers showed that 80% would be willing to work if they could find a steady job and reasonable child care, and a 1973 study concluded that provision of free day care would increase the labor force participation of low income mothers by a minimum of 10%.

Clearly, child care is a critical employment and labor market issue. The availability of quality, low-cost child care to all who need it is a matter which must be confronted and resolved. Decisive action by Congress is needed to provide for a multiplicity of locally developed, parent controlled child care alternatives. In addition to supporting positive workforce mobility, the expansion of resources would create jobs by opening up occupations and careers for poor women who have manifested considerable skill in managing their families and their jobs.

Critics of child care have suggested that its general accessibility would threaten the stability of the American family. Rather, child care could be the factor which contributes to the social and educational development of children and facilitates the economic well-being of their parents. Without the availability of child care, all talk of affirmative action, full employment, and economic equality has a hollow ring to it.

I hope that Congress will quickly recognize that access to affordable, quality care should be the right of every child and parent in the United States.

Senator HAYAKAWA. I would like to ask this question generally of all three of you. According to a study cited in the Wall Street Journal, about 8 weeks ago, it was said that a significant number, a majority of working class women, did not want professional day care centers, that they preferred leaving their children with relatives and friends and that the preference for day care centers and institutionalized custody of their children, is largely a middle-class phenomenon. As I read that in the Wall Street Journal, I really wondered. I have forgotten now who the sociologist was who claimed to have found these things. I wonder what comments you might make on it. Does it fit in at all with your experiences? It fits in with the experience of some of us to the extent that we do know people who won't take a job unless they have got a relative to take the child.

Ms. ALMDALE. It has been our experience that part of the welfare image linked with the child care centers has been detrimental to the image of centers with a lot of parents stating they would rather have a relative or a neighbor take them. We have also worked with a lot of families who are migratory in the nature of coming to Humboldt to go to school. These people have no relatives or neighbors to care for their children, which is a problem. We also have experienced another problem of a relative caring for a child for a period of time and not wanting to do this any more.

Senator HAYAKAWA. Yes; I understand. I am just talking about preference.

Ms. ALMDALE. I think it is preferential to parents in our needs assessment survey that children be cared for in their neighborhood. There are a lot of preferences and I don't think it has been our experience that relatives and neighbors are any more favored than the family day care home or center or an in-home babysitter, in many cases, where the parent wants the child to stay in a home with the other children.

Senator HAYAKAWA. Betty Cohen, on behalf of Bananas, says:

> Simply stated, most people in the United States, despite drastic changes in economic realities, with, for instance 50 percent of mothers working, still find child care an unacceptable alternative. Parents still feel mothers should stay home to take care of their own children.

Ms. ALMDALE. I feel that choice is important, but our experience has been that many mothers do not want to stay home and take care of their children.

Senator HAYAKAWA. I understand that many mothers don't want to stay home and others do. I just wondered what percentage of the population we are talking about when we talk about mothers who would like to have day care centers; are we talking about 50 percent, 75 percent, 40 percent, what are we talking about?

Ms. ALMDALE. It is really difficult to project because there has never been that opportunity for most mothers in the United States to have that choice in recent years. I think that the minimum wage law would affect such a change where it is going to be almost as expensive to provide child care in some areas as to allow the mother to have a true choice in whether or not she wants to stay home. I feel that perhaps we could do some experimental programs.

Senator Hayakawa. How would the minimum wage affect this?

Ms. Almdale. Because if it is going to cost the Government $2.50 an hour to provide child care for a child in the home, then they may as well pay the mother $2.50 an hour to stay home with the child if that is what she wants to do.

Senator Hayakawa. Thank you.

Ms. Barroso. I would say that with the San Francisco Unified School District Children's Center program, we do have a waiting list of approximately 1,600 families. Of that there is a great percentage that are moderate income that would have to pay a fairly high fee, possibly even full cost, for day care and would still prefer choosing the child care, child development program, rather than having their children in family day care. They would like to be eligible for the program if there were enough facilities available. I think that the problem is that they realize that there are not spaces available and because they do not have that choice available to them and this discourages them from even making application. With a waiting list of 1,600 people and the priority guidelines set up as they are, the reality of them getting anything through subsidized child care is very minimal.

Senator Hayakawa. I am sure that there are more people who want it than there are spaces available in the program, but this still doesn't answer the basic question I am asking, whether it is something that is demanded by the entire culture or by a part of it.

Ms. Barroso. In the number of people that are on the waiting list, there is a good percentage that are middle income or people that would be willing to even pay full cost if there was a place at the center.

Senator Hayakawa. I want to add my own personal viewpoint on this. When I was the president of San Francisco State College, it was a college then, I personally, as president, saw to it that there was a day care center for the children of our students. This was in 1971–72 and we succeeded in forming that day care center. I really believe in the necessity of having this. I just want to know the extent of that need.

Thank you, Mr. Chairman.

Senator Cranston. Thank you very much, Sam.

I would like to ask you one question, Mr. Breiteneicher. You gave some figures on percentages of women who can't work because they can't find child care and are on welfare. Do you have any figures on how many people that involves? How many people in San Francisco are mothers on welfare who can't take jobs because they have to be with their children and have no way to get them taken care of?

Mr. Breiteneicher. No, but I can supply them.

Senator Cranston. Do you have any national figures?

Mr. Breiteneicher. We have both.

Senator Cranston. Would you give us both for the record, please?

Mr. Breiteneicher. Yes.

Senator Cranston. One disturbing aspect of the current child care programs funded under title XX of the Social Security Act, as well as the child care services made available to people in CETA, is that they often operate so that once a person moves off welfare and out of the training program, they don't get the assistance they need in child care and it becomes a disadvantage to them to go to work. How do we deal with that problem?

Ms. **Almdale.** We deal with that in our agency by having a large pot of money supplied through the State child development programs. We have a separate pot of voucher money for the CETA people.

Senator **Cranston.** What do you think we should do legislatively about that issue?

Ms. **Almdale.** Have child care coverage for all phases of employment depending on the parent's situation. We had to transition them in our program.

Senator **Cranston.** One of the critical needs of a working parent is the need for services to be compatible with the parent's work schedule. If you work until 6 and a child care center closes at 5, obviously it is then difficult. Do you have any recommendations on that problem?

Ms. **Almdale.** We maintain flexible hours at our center. There is always a staff member who has it built into their time schedule. Our staff works only 4 or 5 hours on the floor with the children so that an extra half hour doesn't matter. I feel it is a real problem in the rural areas where you have a less demand for shift care so you may only have three children that need shift care and you have to use in-home rather than family day care.

Senator **Cranston.** I have no further questions.

Thank you very much.

Our final panel is on Head Start. The panelists are Gilbert Lopez, Napa Valley Head Start; Daisy Liedkie, Yolo County Economic Opportunity Commission; and Anne Lemmons, Contra Costa County Head Start.

STATEMENT OF GILBERT LOPEZ, JR., DIRECTOR, NAPA VALLEY HEAD START PROGRAM

Mr. **Lopez.** My name is Gilbert Lopez and I am director of the Napa Valley Head Start program. I want to apologize for my colleagues, Daisy Liedke and Anne Lemmons, who are not here. Daisy is the director of the Yolo County Head Start Program and Ann is the parent from Contra Costa. Apparently they have had some transportation difficulties.

Senator **Cranston.** I thank you very much for your presence and for your help. I am going to apologize for the fact that I am going to leave before you are through because I have to stay on a tight schedule. I will study your testimony and I will also have some written questions to give you.

Thank you.

Mr. **Lopez.** I have a very brief statement. It was part of this three-part series. Anne was going to speak on current parent involvement, which I do not address myself to, and Daisy was going to speak on the funding process and the poverty income guidelines that we have.

Head Start is a nationally proven child development program that has vastly influenced preschool programing throughout the country due to its comprehensive approach to child development highlighted by parent involvement and participation. In terms of existing programs that can offer multiple and varied delivery systems, Head Start is one area that can easily expand its services. National Head Start guidelines should be expanded to allow programing from the prenatal stage for parents, and services to children from zero to at least 8 years of age. Expansion should be encouraged for the following types of programs that already exist within or can easily be incorporated into the delivery capability of Head Start.

These are day care, extended day care, family day care homes and other home-based programs, infant programs, migrant programs, reservation, rural and urban native American programs, bi- or multilingual cross-cultural preschool models, teenage parent programs, single parent programs, expanded handicapped services and programs, expanded services to battered and abused children, services to battered and abused women, expanded health care services to include the parents of the children, and multiple county cluster groups services and programs.

At one point or another, every Head Start program has had to deal with the above-mentioned types of programs on an individual basis without the human or financial resources of a structured approach program. Many other Head Start programs have independently designed local programs to specifically address the above issues. All Head Start programs should have the option and resources to do the same, along with all other child care programs.

That is the extent of my testimony. In closing, I would like to thank the committee for listening to our concerns and for your interest in quality child care, as well as to reiterate my position on the need for expansion of Head Start programs to serve more children, and diversification of Head Start programs to meet the individual needs of children and parents.

Thank you.

Senator HAYAKAWA. Thank you very much, Mr. Lopez.

How many people at the present time are affected by the Head Start program?

Mr. LOPEZ. I have neither State nor national figures, Senator, with me.

Senator HAYAKAWA. You don't happen to know them?

Mr. LOPEZ. Not offhand, but I can get that information for you.

[The following was subsequently received:]

Approximately 350,000 children are served nationally, of which 14,500 children are in California.

Senator HAYAKAWA. What is the cost per student?

Mr. LOPEZ. There is no set cost per student. It ranges from $900 per student to $2,500 per student.

Senator HAYAKAWA. Depending on what?

Mr. LOPEZ. I think that is one of the inequities of the funding process of Head Start.

Senator HAYAKAWA. Depending on what, how is it figured?

Mr. LOPEZ. It depends on how the program was initially funded.

Senator HAYAKAWA. Is this range of cost from $900 to $2,500 existing within California?

Mr. Lopez. Yes, within California.

Senator Hayakawa. Is there any indication of the $2,500 program being more effective than the $900 program?

Mr. Lopez. We didn't deal with the question of effectiveness. We found that the larger urban programs were funded at higher amounts and consequently had a higher cost per child than rural programs, which doesn't necessarily mean that urban programs are more effective.

Senator Hayakawa. About the overall effectiveness of Head Start, it deals with children from what age to what age?

Mr. Lopez. Dealing with children from 3½ to 5.

Senator Hayakawa. What about their academic performance after they are through with this; has that been thoroughly researched?

Mr. Lopez. There are several studies in regard to this and, according to your way of thinking about Head Start and preschool programs, you can take your choice. Some are positive, some are negative.

Senator Hayakawa. The studies are, shall I say, I am asking really, are they biased by the previous positions of researchers?

Mr. Lopez. They don't identify themselves as biased.

Senator Hayakawa. Of course.

Mr. Lopez. One study will show that there is no advantage to children and several others will disprove that through their studies.

Senator Hayakawa. In your own personal view, are you satisfied that it has been advantageous?

Mr. Lopez. In my own personal view, I think it is an excellent program nationally. I tend to believe it does further children in those unmeasurable areas, aside from just the cognitive area of learning. I believe that the children receive reinforcement and positive successes as individuals.

Senator Hayakawa. I would like to ask further, Wilson Riles has been a very, very strong advocate of this program. Do you know him well enough to know if he is satisfied with the progress that has been made?

Mr. Lopez. Not knowing Mr. Riles personally, I couldn't answer that, however, the California ECE program is modeled very closely after the Head Start program.

Senator Hayakawa. I believe, along with a number of psychologists whose works I have studied, that the important learning years are from 2 to 5 and from then on you start going downhill so far as learning capacity is concerned. So I have been fascinated by it. At the present time, there is no incontrovertible evidence of the amount of good it does or the amount it doesn't do; is that correct?

Mr. Lopez. I would say yes. There are several studies that would say it does.

Senator Hayakawa. At the present time, in your testimony, are you asking for greater appropriations for Head Start?

Mr. Lopez. Yes, more appropriations and diversification of Head Start programs which includes expansion. I would also like to see, along with that, a formula for funding programs so that the cost per child per program is more equitable nationally. Also, the requirements for accepting children and families into our program based on the income guidelines which hold true whether the family is a rural Alabama family or a rural California family produces a large discrepancy. I would like to see a change somewhat similar to what the State of California does in terms of entrance criteria for children and families, where the income criteria is based on a State median income average so rural California families would not compete with Mississippi rural families. It would also help clarify economic criteria between rural and urban families.

Senator HAYAKAWA. On what basis are children selected for inclusion in this program? Would they be all the children in a given school district or part of them? Are they selected on the basis of family income or what?

Mr. LOPEZ. Family income is the most important guideline. We have to have 90 percent of our children fitting into those poverty income guidelines.

Senator HAYAKAWA. So if daddy makes a lot of money, you are out of luck, you don't get into it?

Mr. LOPEZ. Essentially correct, except for those small numbers included in the 10 percent leeway. However, Head Start programs are also mandated to serve 10 percent of their enrollment as special needs children and these children may be over the income guidelines.

Senator HAYAKAWA. But you would like to see the program expanded?

Mr. LOPEZ. Definitely.

Senator HAYAKAWA. And made more equitable?

Mr. LOPEZ. Yes.

Senator HAYAKAWA. How many students are involved in Napa?

Mr. LOPEZ. Napa is one of our smaller programs. We have a small rural program. Our program has a little over 100 children. We have a center-based program, home-based program and family day care homes. The question was asked earlier by Senator Cranston of the types of alternatives we offer to parents and we offer those options in child care. We have also found that parents do prefer to leave their children with relatives or neighbors. However, low-income families, and especially our Mexican-American population, of which the majority are farmworkers, do not have the economic luxury of choice, do not have the neighbors or the family to leave their children with. So our family day care home situation addresses itself to that situation, which is a child care facility located in the neighborhood and it is a family setting and they are usually known because it is a very small community and it tends to be a family situation although not family related.

Senator HAYAKAWA. What is the ethnic mix of the group in Napa County of those in the program?

Mr. LOPEZ. We have about 50 percent of children whose families are Mexican-American, seasonal farmworkers.

Senator HAYAKAWA. The program has not been in effect long enough for you to know what effect it has upon them as they go into the third, fourth, fifth grades?

Mr. LOPEZ. Locally I could give you all sorts of data because we have followup with the public school system. We ourselves are not connected or funded through the public school district. We are under a CAP agency. We have maintained good relations with the public school system and the kindergarten especially. We have followed our children through the process. We have monitored their progress and it proves to me personally that Head Start does work and I tend to agree with those studies that show significant learning gains and capabilities achieved from a Head Start experience.

Senator HAYAKAWA. It certainly has worked for the children in Napa County, you are convinced of that?

Mr. LOPEZ. Yes.

Senator HAYAKAWA. Thank you very much.

[The prepared statement of Mr. Lopez and information subsequently supplied follow:]

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November 25,1977

HEARINGS ON CHILD CARE AND CHILD DEVELOPMENT PROGRAMS

Head Start is a nationally proven child development program that has vastly influenced pre-school programming throughout the country due to its' comprehensive approach to child development highlighted by parent involvement and participation. In terms of existing programs that can offer multiple and varied delivery systems, Head Start is one area that can easily expand its' services. National Head Start Guidelines should be expanded to allow programming from the prenatal stage for parents; and services to children from 0 to at least 8 years of age. Expansion should be encouraged for the following types of programs that already exist within or can easily be incorporated into the delivery capability of Head Start:

Day Care/Extended Day Care
Family Day Care Homes and other Home-Based Programs
Infant Programs
Migrant Programs
Reservation, Rural and Urban Native American Programs
Bi- or multi-lingual cross cultural pre-school models
Teenage Parent Programs
Single Parent Groups
Expanded Handicapped Services/Programs (autistic children, developmentally disabled children, neurologically handicapped children, etc.)
Expanded services to battered and abused children
Services to battered and abused women
Expanded health care services to include the parents of the children
Multiple County/Cluster Groups Services/Programs

At one point or another, every Head Start program has had to deal with the above mentioned types of programs on an individual basis without the human or financial resources of a structured approach/program. Many other Head Start programs have independently designed local programs to specifically address the above issues. All programs should have the option and resources to do the same.

In closing, I wish to thank the Committee for listening to our concerns and for your interest on quality child care as well as reiterate my position on the need for expansion of Head Start programs to serve more children; and diversification of Head Start programs to meet the individual needs of children and parents.

Gilbert Lopez, Jr., Director
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HEADSTART PANEL

1. ONE OF THE UNIQUE ASPECTS OF HEAD START IS THE ROLE OF THE PARENT IN PLANNING, DEVELOPING, AND CARRYING OUT THE PROGRAM AT THE COMMUNITY LEVEL. COULD YOU COMMENT ON HOW IMPORTANT YOU BELIEVE THIS PARENT INVOLVEMENT WOULD BE IN A COMPREHENSIVE CHILD DEVELOPMENT PROGRAM AND THE WAYS IN WHICH IT COULD BE EMPHASIZED AND ENCOURAGED?

2. HEAD START HAS NOW HAD A FEW YEARS OF MANDATED EXPERIENCE IN SERVING HANDICAPPED CHILDREN. WHAT DO YOU THINK WE CAN EXTRACT FROM THAT EXPERIENCE IN TERMS OF HOW A PROGRAM SHOULD BE DESIGNED TO FACILITATE SERVING THIS SEGMENT -- IS IT JUST A MATTER OF MONEY OR ARE THERE ACTUAL STRUCTURAL PROGRAM COMPONENTS THAT NEED TO BE INCLUDED?

3A. AS PROJECT DIRECTOR IN A PROGRAM WHICH HAS AS ONE OF ITS PURPOSES THE PREPARATION OF PRE-SCHOOL CHILDREN FOR ENTRY INTO THE PRIMARY GRADES, WHAT BENEFIT DO YOU BELIEVE SUCH PREPARATION HAS PROVEN TO BE FOR CHILDREN AND AT WHAT AGE ARE THEY READY FOR IT?
B. HOW MUCH EMPHASIS DO YOU BELIEVE SHOULD BE PLACED IN ANY NEW PROGRAM ON MAKING SUCH PRE-PRIMARY EDUCATIONAL PREPARATION OPPORTUNITIES AVAILABLE FOR ALL CHILDREN?

4. WHAT THINGS HAVE YOU LEARNED FROM YOUR EXPERIENCES THAT WOULD GIVE US SOME INSIGHT INTO THE PROBLEMS OF MEETING THE NEEDS OF SEASONAL FARMWORKERS, CHILDREN WHO HAVE ENGLISH AS A SECOND LANGUAGE, AND CHILDREN FROM SINGLE PARENT FAMILIES?

5. AS YOU MAY BE AWARE, I INTRODUCED LEGISLATION EARLIER THIS YEAR -- S. 2081, THE "HEADSTART EXTENSION ACT OF 1977". THIS MEASURE WOULD ENSURE THE CONTINUATION OF THE PROGRAM THROUGH FISCAL YEAR 1981 AT INCREASED LEVELS OF FUNDING AUTHORIZATIONS AND MAKE A NUMBER OF TECHNICAL AND REINFORCING CHANGES IN THE LAW. I WILL BE WORKING ON THIS LEGISLATION NEXT SPRING IN CONJUNCTION WITH THE EXTENSION OF THE ECONOMIC OPPORTUNITY ACT OF 1964. COULD YOU PLEASE GIVE ME YOUR REACTIONS AND COMMENTS ON THIS LEGISLATION AND ANY SPECIFIC SUGGESTIONS YOU MIGHT HAVE FOR WAYS IN WHICH IT MIGHT BE IMPROVED.

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Center

RESPONSE TO SENATOR CRANSTON'S QUESTIONS ON HEAD START

1. Parent involvement is the focal point of Head Start and the key to its national success. It is of utmost importance not only to the child and his/her future success, but to the parent(s) who, for the major part, is or has become a disfranchised member of this society. Head Start provides the vehicle and modicum for adult daily successes as well as children's. Parent involvement could and should be further emphasized and encouraged by including the total family in the services outreach program of Head Start. Additionally, an expanded Parent Education program would assist in involving parent-total family in a joint educational effort. This would include but not be limited to basic skills; communication skills; priority in Head Start employment with an evaluative training program (at least 20% of Head Start staff should be ex-Head Start parents); basic administrative skills for policymaking; budgeting (both personal and programmatic); child rearing practices, to name a few of the expansion areas for parent education.

2. Aspects in Head Start that should be elaborated upon in serving children with special needs:

   2.1 Training in special education:

   Parental role and family rights in special education.

   Parenting in the home

   Pre-natal

   Handicapping focus

   Focusing in at birth

   How to respond to individual needs of children.

   Mainstreaming the special-needs child

   Teacher staff development (attitudes and competencies)

   Special competency based training modules on special education

   2.2 National advocacy for families of special-needs children and for handicapped parents

   2.3 Availability of various "models" of pre-school special education programs (center based, home based, mobile teams, etc.)

   2.4 Funds are vital for initiation and/or continuation of above efforts.

3A. The Head Start experience for children, in my opinion, is of utmost benefit in preparing children for the social and academic setting of an elementary school classroom. It provides not only the cognitive experiences to be able to cope with elementary school curriculum but the affective and social skills of peer interaction as well as adult (other than parent/relative)-child interaction. The Napa Valley Head Start Program enrolls children as young as 2-1/2 years old and exposes them to cognitive, affective and sensomotor skills. I believe that even infant programs should allow for interactions.

3B. A variety of pre-primary educational preparation opportunities should be offered in any program so that children and parents are exposed to a variety of activities. However, individualization of curriculum should be stressed in every type of program so that developmental stages and readiness are taken into account and all children are not expected to perform exactly alike.

4. To meet the needs of seasonal farmworkers the following must be taken and incorporated into a program:

Bilingual- Bicultural curriculum

Isolation Factor - social activities for the entire extended family

Transportation problems

Support sources - ESL for adults, immigration problems; translators, legal problems, consumer services, health and dental services

Eligibility criteria based on income

Teaching and learning styles

To meet the needs of the child who has English as a second language:

Determine language dominance

Determine language proficiency

Determine home language of families

Evolve a program around above information

Teach in the native language for conceptual learning utilizing the home language as a medium of instruction.

Introduce English as a second language utilizing English as a medium of instruction

Introduce the home language as a second language for monolingual English speaking children (children, and people in general, that understand each other tend to break down biases and prejudices)

Individualize approach to all children

Train teachers and teacher assistants in bilingual methodology and bilingual models

To meet the needs of children from single parent families:

The case is usually that the missing parent is the father so that Head Start should recruit males in the classroom to provide a positive male image to the children

Social isolation is a problem, so providing social activities for families

Providing for the opportunity of single parents to come together to discuss mutual concerns, problems, situations

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Senator HAYAKAWA. This, then, will close the hearings of the Senate Subcommittee on Child and Human Development.

The hearings are adjourned.

Thank you very much.

[Whereupon, at 1 p.m., the hearing was closed.]

CHILD CARE AND CHILD DEVELOPMENT PROGRAMS, 1977-78

MONDAY, DECEMBER 12, 1977

U.S. Senate,
Subcommittee on Child and Human Development,
of the Committee on Human Resources,
Los Angeles, Calif.

The subcommittee met, pursuant to call, at 9 a.m., in the Washington Room, County Patriotic Hall, 1816 South Figueroa, Los Angeles, Calif., Senator Alan Cranston (chairman of the subcommittee) presiding.

Present: Senators Cranston and Hayakawa.

Staff present: Susanne Martinez, counsel; Ginny Eby, legislative assistant; and Jack Andrews, minority counsel.

Opening Statement of Senator Cranston

Senator Cranston. The hearing will please come to order.

The Subcommittee on Child and Human Development of the Committee on Human Resources begins now the second of a series of hearings on the subject of child care and child development programs. The purpose of these hearings, which will continue in other areas of the country as well as Washington next year, is to solicit the comments of parents, child care providers, and others about how best to shape future Federal legislation involving child care and child development.

The need for adequate child care services in this country has been documented time and again. Statistics released by the U.S. Department of Labor last March indicate that for the first time, a majority of mothers of children under the age of 18 work outside the home. Most of these working mothers have entered the labor force for reasons of financial necessity; two-thirds work full time. Forty-one percent of mothers with children under the age of 6 are in the labor force. These statistics translate into 6.4 million children under the age of 6 whose mothers work and 22.4 million children from 6 to 17 whose mothers work.

Yet, there are only 1.6 million licensed day-care openings available throughout the Nation according to 1976 data from HEW—enough to cover only 25 percent of the children under 6 whose mothers work. As a result, many children are left in inadequate care, shuffled from one care arrangement to another, or simply left alone while the mother is at work.

The testimony of witnesses at our first hearing 2 weeks ago in San Francisco dramatically demonstrated the pressing need for additional child care facilities for working parents. Witness after witness described the long waiting lists for admission to existing child care programs, the numbers of parents who want to work but who cannot because of lack of adequate and economical child care, and the enormous difficulties faced by families who are attempting to get off welfare and into the work force but who cannot find or afford adequate child care in our present system.

We also heard from parents and child care providers about the tremendous need for diversity in child care services. Families frequently have a variety of needs which cannot be met by a single child care model. One parent in the San Francisco hearing eloquently explained how two of her children needed the structure of center-based child care, while her third child had needs which could be met only in a family day care home setting. Other witnesses testified about the diverse child care needs of handicapped children, migrant families, school-age parents, and other groups with special needs.

Two themes ran through the testimony. First, there is a vast need for expanded child care opportunities for working parents—and for parents who would be in the work force if they could find adequate and economically feasible child care. Second, any child care system must offer parents a choice of child care models so they can pick the one most appropriate for each child. These two themes are interrelated, since meaningful choice of models presupposes an adequate supply of child care opportunities.

A renewed effort is about to begin in Congress to enact legislation designed to assure that the children of families who need day care services receive adequate supervision and care that enhances their development. This effort is particularly critical in light of President Carter's welfare reform proposal and its implications for both working parents and child care programs through the creation of 150,000 new child care jobs. Using these hearings as a basis, I hope to introduce a comprehensive child care and child development bill in Congress next spring. I am hopeful that this long overdue effort will be successful and will have strong bipartisan support in Congress and support across the country.

As we draft this legislation, we need to consider certain critical questions and I hope that we can explore some of these issues today. Among these are:

First, what constitutes quality child care and what can we do to bring about such quality in our child care programs?

Second, what are the special needs of different groups for child care and how can legislation provide for the diversity of programs required to meet those needs?

Third, what types of supportive services, such as information and referral agencies, are necessary to assist families in finding the type of child care and services that meet their individual needs?

Fourth, how should legislation be drafted so that individual parents and local communities can retain control over the programs with a minimum of bureaucracy and administrative red tape?

Fifth, what is the relationship of child care to employment—both to the employment of parents whose children are in the program and to the employment of those who care for the children?

Sixth, how do we assure that the programs will be cost effective and still provide care within reasonable limits of quality?

I hope that witnesses today can be helpful on these and other issues to assist us in drafting appropriate legislation.

Among today's witnesses will be representatives of Head Start projects, by far the largest federally supported child development program. Head Start is a program I have long been interested in. I was pleased to work in the Senate Budget Committee and Appropriations Committee earlier this year to secure an increase of about 25 percent in Head Start appropriations for fiscal year 1978. I indicated at the San Francisco hearing that California's share of this increase would be around $49 million. Actually, I think we are going to get something more, probably $52 million, in California. This will be an increase of over 70 percent in Head Start funding from approximately $30 million last fiscal year to more than $52 million for fiscal year 1978. This should both provide for cost-of-living increases needed by existing programs and allow the enrollment of about 7,000 more children in Head Start projects in the State, a 50 percent increase over those presently served.

In the past, California has not been getting a fair share of the Head Start money. The formula which I urged HEW to apply will bring us closer to the amount we should be getting based on the number of eligible children.

Finally, I want to note one other point. We have been able to arrange for child care, although rather ad hoc, to be provided for the children of some of the participants and observers here today. I want to give special thanks to Shirley Cloke and those working with her for helping us arrange today's child care. This is the kind of recognition of the needs of busy parents and their children that more Federal activities need to provide.

Because we want to get as many different points of view as possible, we have scheduled a great many witnesses, an unusually large number of witnesses today. That means we need real cooperation in keeping the presentations from each of you who are witnesses very short. I would like to ask that presentations be limited to 5 minutes, so there will be time for Senator Hayakawa and me to ask questions.

The entire written statement of each witness will appear in the record and I want to assure you that the written statements are as important as oral testimony. They will be carefully examined by those of us working on this.

Because of another commitment, I have to leave at exactly 1 o'clock, and I will have to leave even if we are not finished. We'll continue in some way regardless of my departure, but I would like to be here for the whole time and to hear the testimony from each of you.

I welcome each of you who are here as witnesses, or observers, and I want to again welcome Sam Hayakawa, the minority member of the subcommittee who was present in San Francisco as well.

Sam, do you have any remarks before we start?

Senator HAYAKAWA. I do have remarks. Since we are so pressed for time, I will just leave them available for anyone. Thank you very much.

[The prepared statement of Senator Hayakawa follows:]

OPENING STATEMENT OF SENATOR HAYAKAWA

Senator HAYAKAWA. Mr. Chairman, I wish to thank you, as chairman of the Child and Human Development Subcommittee, for calling this second hearing to discuss child care. I believe the earlier hearings in San Francisco were helpful, and proved a good forum for examining child care. It is not only a pleasure, but also very useful for us to return home to hear what fellow Californians have to say on this subject.

We listened to testimony at the earlier hearings from those people associated with child care through the responsibility of extending child care services. I listened with great interest to all of these obviously concerned and aware individuals. My conclusion was that there are many ways in which to provide child care services for parents, but not enough outlets available at a reasonable cost to those who really need child/day care assistance.

I can speak from personal experience—as most of you here today can also—that a child is an awesome responsibility. We are here to discuss what we, as thoughtful parents and citizens, can do to assess the situation in order to determine the severity of the problem and to provide quality, affordable child care.

It seems to me that, at the November 25 hearings, people who testified were aware of several workable child care delivery systems. The problems are (1) to decide which child care delivery systems are the best for the child and the parents; (2) to determine affordability; (3) to ensure its availability to those for whom child care is essential. Another perplexing aspect is to learn to what extent the federal government should be involved.

There are many child care situations available for parents today. With only one hearing behind us, I think we have all learned quite a bit. The problem is not finding good kinds of day care systems, but narrowing the choices to the affordable and the practical.

Families with both parents working outside the home are becoming more and more prevalent today. Women are also emerging as a powerful economic force. Many of these women are entering the labor force for the same reason men do—for the money. That women are working now more than ever before makes child care delivery a more pressing issue.

This is not so surprising to any of us. The problem is what follows this development. How many parents have the choice of employing a sitter or leaving the child at a center? Either is an expensive proposition. Could the government provide care of comparable quality at a reasonable cost? Many people think so. I am still not convinced that involving the federal government as a child care provider would solve the problem. However, this is the reason for these hearings—to consider the possibilities. If the government could provide good service at a good price, could the costs be justified? This is another of the questions I have.

Before I was elected to the Senate, I spoke with many people on this subject. One person, Carol Slobodin of San Francisco State University particularly impressed me with her thoughts on providing quality child care. Ms. Slobodin made some good points, and I would like to submit an article she wrote. "When the U.S. Paid for Day Care," for the official record. This article appeared in the September/October 1975 issue of Day Care and Early Education. It is based on the experiences of the Kaiser Child Service Center in Oregon, one of the finest models of center-based child care available. The funding and management of this center was based on the mix of both employer and employee support. Kaiser provided to its employees child care services on the premises. Those workers who had children could still work and have the peace of mind of knowing their children were nearby and cared-for. Workers paid a flat fee for these services, and the company picked up the difference in costs. With the Kaiser plan, the parents paid a nominal fee, which did not nearly cover the costs of operating the service. However, Kaiser paid the difference, which was passed on to the operating costs of the company, and consequently absorbed by the government when it purchased Kaiser ships. As a result, the employer would have a wider choice of workers, and the ability to attract more workers who otherwise might not be able to work, while enhancing the working relationship between employer and employee.

This is just one example of the many possibilities which we must examine and discuss. I am anxious to hear about all your ideas, because each one is a possible solution which we should investigate. I welcome your thoughts.

Again, I thank Senator Cranston for his efforts in planning these hearings, and appreciate the concerns of the witnesses who are with us today.

Thank you.

[The article referred to follows:]

, Carol Slobodin

Should the Federal Government help to finance day care and other child development programs? Congress is debating the question for the second time in this decade. One way to anticipate some of the effects of such financial aid is to look backward to World War II. At that time there was no debate about the need for federally aided day care. As men were siphoned off into the armed forces in the course of the long war, it became important to be able to bring even mothers of young children into the work force, and the Federal Government provided financial help for early-childhood programs at a level not now dreamed of.

The most celebrated program created by this support was the one provided by the Kaiser Child Service Centers, which existed in Portland, Oregon, adjacent to the shipbuilding operation where 25,000 workers produced one liberty ship a day. Though little has been written about these centers, their existence serves to prove that quality, center-based child care services can be made available, given the necessary ingredients of priority, leadership, and professionalism.

Drawing on the finest of professional skills available across the country, Edgar Kaiser, whose commitment to fair play, excellence and boldness of vision, which was characteristic of his father, Henry Kaiser as well, was able to put together two child-care center-based facilities whose overriding features were quality and service. When faced with the question, "How were you able to achieve such an excellent model of child care?" Lois Meek Stolz, first director of the centers, replied, "First of all, I think it was Edgar Kaiser. He had strong social values, selected good people and backed them up. Though he didn't know much about education and what was appropriate and good, he would take your word for it. Also, society wanted it."

Responding to the need of the military for more ships, the Kaiser shipyards stepped up production and expanded work shifts to a 24-hour cycle, eventually being able to manufacture one new ship a day. Because many of the workers at the plant were women the question of what was to be done with their children became a cause for major concern to Edgar Kaiser. His answer was to open two centers that would, like the parents served, stay in operation 24 hours a day. The first of these centers opened in early 1944.

During the first six months of operation, attendance at the centers remained low, approximately 183 children per week. By November, 1944, however, they were providing for up to 680 children per week on three shifts. These corresponded to the long working hours of the mothers at the shipyards: day shift (roughly 6:15 A.M. to 4 P.M.), swing shift (3:30 P.M. to midnight), and the graveyard shift (11 P.M. to 7 A.M.).

Once the center became firmly established, the age of the children ranged from 18 months to school-age after-school and vacation care. Parents paid $5 a week for the first child and $3.75 a week for siblings, at a time when the gross average weekly earning for employes in manufacturing industries was estimated at $44.20 (1945 figure). Later, when the services of the center were expanded to include a 7-day week, this was changed to $1 a day for six days, with the seventh day free.

These low fees did not begin to cover the costs of operation, even in the pre-inflation days of World War II. Thus, the remainder of the operating costs were borne by the Kaiser company, whose net costs have been estimated at $2.37 per capita per day. These costs were added onto the operating costs of the shipyard, which were then absorbed by the government when it purchased the ships. In addition, the original costs of financing the construction of the center were paid for by the United States Maritime Commission.

Although funds had been made available for the financing of the so-called "war nurseries" by the Lanham Act, Edgar Kaiser preferred to run the centers on his own. He had, in fact, appealed to the community of Portland for support first, but was forced to look elsewhere when they rejected the idea. Lois Stolz explained Edgar Kaiser's reaction to the bill. Mr. Kaiser felt that the salary schedule the Lanham Act stipulated was far too low and that the center would quickly lose all their young women teachers to higher-paying jobs in the shipyards. As a result, salaries at the Kaiser child service centers were adjusted to be in keeping with the shipyard as a whole. In this way, the centers were able to attract the most highly skilled professionals in the field from across the country.

Rejecting war-nursery funds, Mr. Kaiser took it upon himself to seek support from Eleanor Roosevelt, the wife of the President. Mrs. Roosevelt favored the Kaiser solution to the problem of working women and asked the Maritime Commission to underwrite the costs of constructing the center.

Writing in June, 1945, Professor James Hymes, director of the centers, counted among the staff members five child nutritionists, six group supervisors, ten nurses, one hundred professionally trained nursery-school teachers, and two family consultants. The family consultants were trained social workers who functioned to serve the families with children under 18 months, those too young to be served by the center.

Dr. Edith Dowley, present director of the Bing Nursery School at Stanford University, and former group supervisor at the Oregon yard, recalled that teachers were recruited from colleges and universities across the United States,

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Carol Slobodin is a Doctoral student at the Stanford University School of Education. She is also an Extension lecturer at San Francisco State University in Early Childhood Education and a faculty member at the Discovery Center school in San Francisco. She wishes to express her appreciation to Dr. Edith Dowley and Lois M. Stolz for their invaluable contributions to this article.

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owing to the fact that " . . . Portland didn't want to lose their teachers." As a result of the salaries offered, the centers were able to recruit 300 of the most well-educated college women to serve on their staff. Because of the lack of receptiveness of the local Portland area, moonlighting among teachers and staff members was unheard of. Head teachers had master's degrees, regular teachers had bachelor's degrees. An additional women's counsellor service was organized by the shipyard group to help women with the whole "gamut of problems."

The staff structure at the Oregon centers was as follows: Each building (called Swan Island and Oregonship) had a supervisor who was in charge of all the teaching for the building. Each age level had a group supervisor who was in charge of all the teachers in that age group. M.E. Lowenberg, former chief nutritionist for the Kaiser facility, states, "In general, a senior (head) teacher and two assistant teachers are on duty with each 8-hour shift of children, although this number varies with the age and maturity of the children." Dr. Dowley also recalled that there were twenty to twenty-four children in each class or unit, who were grouped according to age.

The centers consisted of two large buildings, each containing 15 units and each located adjacent to one of the shipbuilding yards. This facilitated access to the mothers and service to the children. As James Hymes said, "If nursery schools are to serve the children of those who work, they must be located where work is." By placing the centers in a straight line from home to the shipyards, "gasoline, steps and energy" would be conserved.

The same sort of thoroughness in planning and attention to detail were evident in the physical layout of the buildings. Although the architects, Wolff & Phillips, had never designed a school before, their plan was enormously successful and serves as a model for current planning in day care. Each building was designed on a wheelspoke plan with a large grassy play area in the center, accessable to each of fifteen classrooms. An important feature of the plan was the overhanging roof sections outside each room so that the children could play outdoors but not in the rain. In a rainy climate such as Portland's, the inclusion of this simple feature made outdoor play a daily possibility.

The rooms were substantial—26' by 49'—with the ample windows providing for proper lighting. Bench seats were available in front of each window so that the children could see the yards where their mothers worked. This feature is viewed by the writer as preserving, in a measure, the age and role integration of the family referred to nowadays by such leading experts in the field of child development as Urie Bronfenbrenner and Bruno Bettelheim.

The walls were of pastel shades and the floors " . . . of soft blue linoleum." Even the corridors were " . . . painted a pale gray-green," says Lois Stolz. All this was planned with the intent that the center should have "eye-appeal," for as Hymes states, " . . . this is the threshold to a parent's confidence in a school."

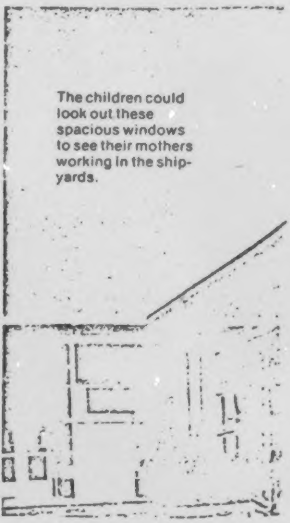
As well as attention to beauty, attention to purpose was evidenced in the inclusion of an infirmary, "Special Services Room" and an institution-sized kitchen. The infirmary, which was tied in with the Kaiser medical plan, was provided for entering children who needed attention, for those who became ill during the day, or for isolation of ill children from the regular group and for immunization. Professor Hymes' comments on the need for an infirmary serve to illustrate the strength that the war effort had in motivating the centers' planners.

"If labor is needed to win this war, the nursery school cannot say to mother or father, 'Don't build ships today, take Johnny home because he has a runny nose.' " Professor Hymes said, "It is up to the center to have facilities and staff to care for even mildly ill children." Anyone who has ever taught in a modern school or child care facility, can appreciate the practicality of such a remark. All too often one is confronted with the ill child whose mother has to work and has no other place but the school to send the child.

The modern school or child-care facility is often not equipped to handle such children. So, too, with the special services room at Kaiser, which were designed as " . . . a play group set apart always ready to receive children for temporary care whenever a shipyard family faces an emergency."

It is no surprise to learn that the bathrooms at the Kaiser centers were planned with equal attention to detail and teacher and children's needs. Child-size bathtubs were provided " . . . which [are] at the same time high enough for the teacher or nurse to be able to bathe children without back-breaking bending and deep enough so that the children can have a good time splashing," the architects once wrote.

Similarly, in the provision of food,

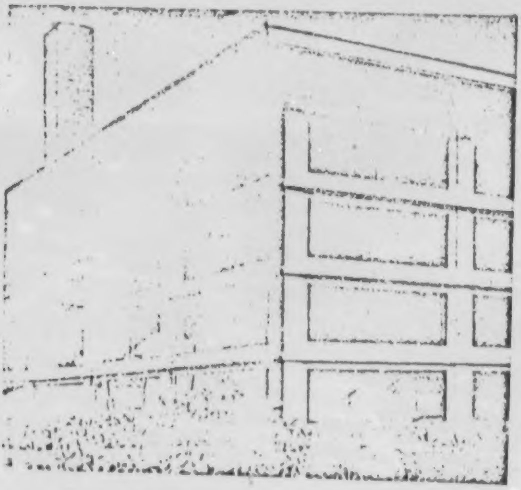


The children could look out these spacious windows to see their mothers working in the shipyards.

one sees a design that has the needs of the child and family at the center. Because of the recognized shortness of time that the working mother has to cook and shop, the centers developed a service known as "Home Service Food." The idea for this also originated with Mrs. Roosevelt, who had seen it in operation in England and suggested to Edgar Kaiser that it be tried in the shipyards at Portland. The service provided, Professor Hymes said, nutritionally balanced meals, ". . . cooked in the center's kitchen, attractively packaged and with full directions for reheating and for supplementary salads and vegetables to make a full dinner." Edith Dowley recalls that these fully cooked meals were available to parents at 50 cents a portion, "which was probably enough for a mother and a child."

The centers' nutritionists point out that in the centralized kitchens food was even precut or prewashed to facilitate its serving by the teacher who had many children to feed. Further attention to detail and flexibility of management is evidenced by the fact that food substitutions were made for children who wouldn't eat certain things. And this in a center that served more than 600 children per week! Even different sizes in silverware and glassware were provided for children of different ages.

Other services provided by the center were equally as useful to the mother and the child. They ranged from buying shoelaces for a child who needed them, to providing cod liver oil, to drop-in care for non-enrolled children. Parent and teacher education were also part of the plan. Booklets for parents included topics such as "Toys to Make," "Children and War," and "Recipes for Foods Children Like." Teacher booklets included such titles as "A Social Philosophy for Nursery School Teaching," "Must Nursery School Teachers Plan?" "Meeting Needs: the War Nursery Approach," and "Should Children under Two Be in a Nursery School?"



Again, one thinks of the contemporary child-care center and the frequent absence of such professional concern. A mending and shopping service was available for mothers. Barbers were brought *to the school* to give haircuts. Even photographers were brought in so that Christmas gifts of photographs could be ordered.

Curriculum and activities for the children varied greatly at the centers according to the age of the children and the time of their arrival. For example, swing-shift children who came at 3 P.M. or 4 received an evening meal, followed by a play or activity period, and then were put to bed. Children who arrived during the day naturally followed a different schedule and the children of mothers on the graveyard shift generally slept all through the night.

All activities were designed to meet the developmental needs appropriate to the children's age and stage of development. Thus when mothers of 18-month-old children could find no place to put their babies, the center responded by developing a separate curriculum for the babies that was vastly different from the 5-year-olds' curriculum. Indeed the child-teacher ratio for the 18-month-olds was six to one.

Lois Stolz said that had the war continued, plans were in the works for providing infant care in a live-in arrangement. She commented that having seen the possibilities for actualizing such a plan on a trip to the Soviet Union in 1929, she knew that it was possible to do a good job with infants, "if you have imagination, are experimental and don't have any prejudices against what could be done." She continued, "If mothers are going to work, then I would try to use my knowledge of child development to set up the best kind of program for those children. Rather than fighting social trends, I'd use my knowledge of children to take care of children in whatever social trends are coming. In those days society wanted it." It was this sort of pioneering attitude, set in

continued on page 49

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continued from page 25

the context of social acceptance caused by war needs, that was so characteristic of the Kaiser staff.

Unfortunately, the end of the war brought an end as well to the Kaiser centers. One building was given to the Portland public schools, and its unusual design and floor plan was said to have had an impact on the kind of teaching that went on in the school there subsequently. The other, connected with the Swan Island facility, was given to the Red Cross.

In evaluating the success of the Kaiser operation, we must look at both primary and secondary factors. The more immediate reasons—the secondary causes—are, on the surface, more readily generalizable to contemporary situations: attention to detail in every facet of the center's operation, design and location, flexibility and responsiveness to family and children's needs.

What is less obvious, however, but in no way less important in the whole operation is commitment. This commitment took on many forms: getting the job done because it served our country's national interests, proving to child-development and early-education experts that it could be done, and a commitment to doing it right.

Though we can readily find examples of equivalent concern on the part of contemporary leaders in early education to provide quality child care, it is questionable whether we have the same sense of social acceptability and powerful leadership that existed during the war years. Providing child-care services is simply not regarded with the same degree of urgency today as it was during the war. Where, in today's world of tight money, for example, do we see allocators of funds who are willing to ". . . recruit the specialists, the best that can be found, and then give them carte blanche—freedom to plan and to do as their knowledge of child growth dictates." Where in today's world do we find an equivalent identification of the interests of labor and management that led the Kaiser family to believe that quality child care was a right and not a privilege?

Where, also, can we find evidence today among those in a position of power the willingness to take the lead and plan boldly? It was Henry Kaiser's view that

> ". . . the human heart needs the fellowship of inspiration. There are only a few in the van of progress; only a few who will accept the burden of leadership. We need to break bread with those who live heroically and victoriously. We need to commune with those who have 'dared the vision to endure.' "

It will be a lot easier to find those who have the necessary planning skills than it will be to find those in a position of power with the same commitment. It is relatively easy to adopt a successfully established working model. It is a lot harder to duplicate the same sense of priority, motivation, and leadership that made it all possible.

Senator CRANSTON. A fine example that perhaps I should have followed myself. Thank you.

We have come to our first panel of witnesses on Quality in Child Care Programs, and the witnesses are June Sale—if they will please come forward—the Mayor's Advisory Committee on Child Care, Los Angeles; Elizabeth Hiteshew, Southern California Association for the Education of Young Children, Los Angeles; and Shirley Cloke, Foundation for Early Childhood Education, Los Angeles; accompanied by Clara Godbouldt, Guadalupe Enriquez, and Raphael Blount.

Shirley, thank you for your help on child care today, you may proceed in whatever way you choose.

STATEMENT OF JUNE SOLNIT SALE, CHAIRPERSON, MAYOR'S ADVISORY COMMITTEE ON CHILD CARE, LOS ANGELES

Ms. SALE. I'm June Sale, and I am the chairperson of the Mayor's Advisory Committee on Child Care. I am also a faculty member and project administrator of the National Consortium for Children and Families, which is made up of Bank Street College, New York; Merrill-Palmer Institute, Detroit; and Pacific Oaks College, Pasadena.

I am really pleased that we are having hearings in California. It's so hard to get to Washington on important issues, and I think it is very significant that we are having hearings here in California because we are in some sense leaders in child care. California has long been in it and long been involved in it.

I would like to discuss quality child care, not from the standpoint of a recipe because I don't think we need to get a recipe for quality child care. I think involved in quality is a process, and I and my colleagues have tried to think about the indicators for quality rather than the recipe for quality. We have come to the notion that there are probably four indicators of quality that must be present in child care programs if they are to be excellent. Of course, we are not taking into account some of the obvious kind of things such as space, safety, and other kinds of things that are met by licensing.

The four indicators that I would like to talk about are informed parental choice, physical and emotional support of day care providers, recognition and respect for family lifestyle and cultures in children's programing, and size of the program.

You are going to hear a lot about informed parental choice in terms of information and referral progams, and I was delighted that that was in your opening statement.

Often parents have to place their child in a setting because it seems to be the only choice open to them. Unaware of the different types of care that are available or the kinds of programs that exist in their own neighborhood, parents may be dissatisfied with the child care they are receiving but feel trapped by their seeming lack of alternatives. Unfortunately, in far too many cases, there may be few, if any, choices. Nevertheless, it is important for parents to be aware of the kinds of questions they should ask and what their rights and responsibilities are when making day care arrangements. In order for a good day care placement to occur, parents must feel comfortable about the place and provider and recognize that they are colleagues of the provider in the shared care of their child. In order for the parents to make an informed choice, there must be a variety of programs from which to choose and support systems to assist them in making the child care match that best meets their family's needs. Information and resources services, self-help parents' groups, public education projects, and financial supports can contribute to making this indicator of quality possible.

I would like to just state very briefly that the work of Allens, Collins, and Watkins in Portland indicates the very great importance of a good match and matchmaking in child care; and if there is not a good match and parents aren't comfortable with that match, then it can't be quality.

The second indicator is support for day care providers. The day care provider, whether it is a family day care provider, center care person, or a mother at home, or a babysitter at home simply cannot provide good care if there is not some kind of nurturing and some kind of support provided to that person. That person is the key to a quality child care arrangement, and it is my feeling and the feeling of many of my colleagues that there must be support for those people who are spending sometimes up to 10 to 12 hours a day working with children; and if any of you have done that, you know that you have simply got to have some support or it's just not possible to provide a quality arrangement.

The third indicator that I would like to talk about is respect for family lifestyles in children's programs. Child care is a supplement or a complement to what happens to the child during his full care. It cannot take under all the responsibilities for what happens to the child, and there should be a connection between the day care setting and the home in terms of lifestyles for it to be a quality arrangement. This can be accomplished through the development of an appropriate curriculum materials, relevant training of personnel, environmental design and nutritional programing, to give a few examples.

The last indicator that I would like to talk about is the size of the program. More and more in the human services we seem to have bigger and bigger places and bigger and bigger programs. Human beings can rot when the programs are too big so that they don't have any kind of feeling of responsiveness. Children especially feel lost when programs become too big. The research that we have done at Pacific indicates that the best size of program for center programs is from 40 to 60 children. When it gets more than that, not only the children feel uncomfortable, but the personnel also feel uncomfortable.

In addition, I would like to say that the family day care for this reason is a very important kind of program to support because it is small, children are responded to as individuals.

I would like to close by thanking the committee for coming here and offering our help of the Mayor's Advisory Committee in any way possible. Thank you.

Senator CRANSTON. Thank you very, very much.

[The prepared statement of Ms. Sale follows:]

SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT HEARINGS
Los Angeles, CA - December 12, 1977

STATEMENT OF JUNE SOLNIT SALE, Chairperson, Los Angeles Mayor's Advisory Committee on Child Care.

I am June Solnit Sale. I am Chairperson of Mayor Bradley's Advisory Committee on Child Care, a group of concerned individuals and agencies convened to raise the consciousness of the community relating to child care issues. We have more than 450 members composed of a wide cross section of lay people including child care providers and consumers, educators, social service agencies, regulatory agencies, etc. The primary concern of the committee is the availability and accessibility of quality child care resources in the City of Los Angeles.

I am also a faculty member of Pacific Oaks College and the Project Administrator of the National Consortium for Children and Families. The Consortium is an alliance of three institutions recognized for their work on behalf of children and families: Bank Street College, New York, Merrill-Palmer Institute, Detroit and Pacific Oaks College, Pasadena.

I am pleased to be here to testify about quality child care. I congratulate the subcommittee for holding hearings on the West Coast, so that it is possible for you to hear the concerns of this child care community. With travel costs being what they are, it is difficult and sometimes impossible for Westerners to travel to Washington - we sometimes feel very distanced from the legislative process (more than the actual 3000 miles) and we appreciate the time, effort and money you have put into these hearings.

In discussing quality child care it is difficult to present a static, concrete checklist of hard data that would be useful. Quality, like beauty, is in the eyes of the beholder and consumer. What works and is quality in one community may be rated as poor care in another. For example, a center-based program located in a church facility in Delano has been rated as excellent in that community in spite of the fact that there are few resources available. This same program located in Westwood might be rated poor.

A family day care home providing a good deal of nuturing for an 18 month old, 3 and 7 year old might be considered high quality in San Francisco and low quality in San Diego, depending on the expectations of parents, providers and the community.

I would like to suggest that quality child care is best explored as a process - a series of actions that lead to a particular result. I realize that a recipe or check list of quality child care ingredients would be helpful from a legislative and cost point of view. But child care is a very personal, every day living process. Recipes simply don't work: what is palatable for one family is distasteful to the next. A discussion of quality child care is not a neat-and-tidy matter.

In my experience of working with what I consider quality child care programs it has become apparent that a definition of quality must encompass more than the tangible, measureable criteria. Square footage, the number of toilets, the adult-child ratio, the educational background or certification of the provider are all important, but are not the critical predictors of quality.

Assuming such things as a safe and healthy environment with state regulations being met in terms of adult-child ratios and adequate equipment and toys I would like to suggest four other indicators, which should be present in order to justify the title of "quality" and make some recommendations relating to them. They deal with (1) informed parental choice; (2) physical and emotional support of the day care providers; (3) recognition and respect for families' life styles and cultures in children's programming and (4) a manageable size of program.

I Informed Parental Choice

Often parents have to place their child in a setting because it seems to be the only choice open to them. Unaware of the different types of care that are available or the kinds of programs that exist in their own neighborhood, parents may be dissatisfied with the child care they are receiving but feel trapped by their seeming lack of alternatives. Unfortunately, in far too many cases, there may be few if any choices. Nevertheless it is important for parents to be aware of the kinds of questions they should ask and what their rights and responsibilities are when making day care arrangements. In order for a good day care placement to occur, parents must feel comfortable about the place and provider and recognize that they are colleagues of the provider in the shared care of their child. In order for parents to make an informed choice, there must be a variety of programs from which to choose and support systems to assist them in making the child care match that best meets their family's needs. Information and resource services, self-help parents groups, public education projects and financial supports can contribute to making this indicator of quality possible.

Information and Resource centers have recently been recognized in California for the outstanding services they perform; AB 3059 provided State monies for the growth of this concept. Testimony will be presented by others relating to their outstanding accomplishments and I would like to highlight several characteristics of these programs that I believe raise the quality of programs in the areas they serve. These small, neighborhood based centers provide free listings of different kinds of day care arrangements for parents of all socio-economic classes, making very clear that the decision of placement is up to the parent. This is a place to get information and help with no strings and no value judgements made. There is an assumption on the part of the Information and Resource (I & R) groups that parents want the best child care placement available, and need support in making that choice. The neighborhood I and R center serves as a "mediating structure" taking overwhelming child care problems and translating them into manageable solutions. (1)

In addition, the centers have offered training programs, recruited new day care providers, published bulletins and have developed resource centers open to parents and providers. The need for more non-welfare related neighborhood based I and R services is great. The extension of this concept could do much to assist parents in making informed child care choices and could lead to increased diversity of arrangements.

Self-help parent groups have sprung up throughout the country due to concern for their own child care needs. With little outside support, these programs may flounder since parents are staff and the amount of money needed to pay personnel adequately is more than the fees that can be charged. These small, self-help groups need little money to support the quality services they provide, and funds should be available to them in order to support the concpet of self-help and control of child care by parents.

Public education is needed to raise the consciousness of the community to the important issues around child care. We are told that in the "old days", the neighbors used to make sure that children were being cared for in a manner that met community standards for care. I remember in my own childhood that the small grocery store owner made sure that I was headed in the right direction after stopping to pick out a special cookie from the cookie jar. Today, in the age of anonymity and super markets, there is little awareness, understanding, or community responsibility taken relating to what happens to Janie if she wanders about with a latch key around her neck. A public education program defining the problems and possible solutions to child care would make a great contribution to the improvement of quality of this vital service.

Projects to help high school students become aware of the problems of parenthood and child care are a step in the right direction; programs offered by adult education schools, community groups and alternative educational institutions are also important. Interesting and relevant television and radio programs dealing with child care issues would be vital to make this important information available to the public.

Financial support is vital if parents are to have a real choice. The working poor, who do not qualify for any direct subsidies and often cannot benefit from indirect subsidies, should be given some kind of financial assistance in making child care arrangements. The vendor-voucher alternative payment plan experiment that is presently being used in California is promising and should be extended to a broader group of working parents on a sliding scale basis. Research and demonstration programs are needed to find ways of integrating children and families of all socio-economic backgrounds in child care; the alternative payment program may be the way to achieve this important quality mix.

II Support For Day Care Providers

The second indicator of quality is directly tied to the on-the-line provider--the person(s) caring for the children. If quality is to be present, there must be some sort of support for people who work long hours for low wages. It has been my experience that a day care program is only as good as the people providing it. All the latest toys, equipment and environments cannot compare to or replace the people working with the children and their parents. If an adult is expected to provide a nurturing program and environment for young children for a seven to ten hour day, then that adult must also receive some nurturing; providers cannot always be the dispensers of love and attention without also being the receivers. Support systems for child care workers may take a variety of forms and would no doubt be most effective with a raise in wages. The development and continued growth of self-help provider groups, a revised work week and a variety of training programs are all helpful in providing the support that providers of child care need.

Self-help provider groups are not new to child care. Child care center personnel have already organized to secure better working conditions and improved programming for children and families. Over thirty family day care organizations have been founded in California and the numbers are growing throughout the country. These organizations are important in helping to improve the quality of life for providers and the children and families they serve. By bringing together people who work with children, it is possible to raise some of the concerns of the everyday, lonely work they face. Group purchasing of food and equipment, sharing ideas, mounting educational programs and becoming aware of the importance of the work performed are some of the accomplishments of these groups.

The need for organizational staff support is essential for working with groups of isolated day care providers, who do not have a lot of time to devote to the complicated tasks necessary to insure a democratic, enduring organization. (2)

A revised work week to give center personnel the support they need to prevent "burn-out" has proven effective. (3) By scheduling a work week of four days with the children at the center and one day of work-related activity away from the center, it has been possible to cut down on absenteeism and turn over of staff; this is accomplished by the hiring of part time helpers. Full time day care personnel usually work 247 days a year (no other educational program has this requirement) and under the revised work week, direct work with children is cut to 200 days. It will be interesting to follow this idea over a period of time to determine actual costs. Staff satisfaciton and stability are important predictors of quality and the revised work week has been highly successful in those measurements.

I and R programs have been providing backup for family day care providers. This kind of respite for providers who work an 8 - 10 hour day is essential in working toward quality. More money allocated for this type of support in both centers and family day care would do a good deal to insure excellence.

Training and education are assumed to be important to the building of quality day care programs by providing a much needed support to providers. This assumption is valid if the curriculum is appropriate and the classes are accessible to those who wish to participate. It took years for nursery school people to convince educators that elementary education wouldn't do; day care center personnel have been trying to help educators recognize the difference between day care and nursery school; family day care providers are in the midst of a struggle to obtain a program that will fit their needs. More demonstration programs are needed to develop methods of bringing education to where the day care providers are. Traditional educational programs may work for some; but on the job education, competency based training and alternative educational projects should be attempted for those who can't take advantage of the traditional models.

III Respect for Family Life Styles in Children's Programming

A third important issue relating to quality child care is the continuity of the daily living experience of the children in the day care setting. Connection between the day care setting and home in terms of life styles is critical for the early years. Babys, toddlers, preschoolers and school age children who spend most of their waking day in a place away from home are sensitive to the way routines such as eating, sleeping, toileting and discipline are handled. Day care can complement and/or supplement the home, but it should not try to replace it. Respect for parent's cultures and lifestyles is another vital hallmark of quality. It is possible to demonstrate this respect through the development of appropriate curriculum materials, relevant training of personnel, environmental design and nutritional programming.

IV Size of Program

The trend in many, if not most of the human services is to make them cost effective. This is often taken to mean that the services must be housed in large buildings in order to serve more people, more effeciently and for the least amount of money. After all if you can have one administrator, one accountant or bookkeeper, one maintanence person, one cook, etc. all located in one plant serving a large number of people, there is bound to be some savings of money. We have seen what this has done to the elderly with the warehousing that often occurs in nursing homes and the human cost has been beyond comprehension. There is a point at which a program for young children ceases to be a quality program, when there are simply too many people in the same facility and the programming becomes impersonal. Prescott (4) has demonstrated that this point is somewhere between 30 and 60 children. Children who spend most of their waking hours in a place away from home need to feel that there is an intimate, comfortable, accepting place in which they can feel themselves responded to as a unique person. In large center programs for children that I have observed, personnel are so busy with scheduling, paper work, and the logistics of making the organization run that many children are not responded to appropriately and are unable to become involved in the daily activities. Of course there are exceptions, but in those cases, the adults have been highly trained and/or have an unusually gifted administrator. I believe that this is one of the great advantages of family day care. The small number of children, the home setting, the intimacy all tend to be more in tune with the needs of young children. The quality center programs I have observed do make an effort to create a cozy, homelike personal atmosphere for children and families because of their awareness of the need for this kind of environment for young children.

Adult-child ratios is a concern with which most child care professionals struggle. There needs to be more research and demonstration programs to determine how adult-child ratios and program size affect quality. I hope that we do not continue to build structures that look and feel like prisons and/or fortresses to house larger and larger numbers of people and programs in the name of cost effectiveness, before we carefully examine the physical and psychological hazards of such environmental settings on those they are to serve.

In closing I would like to commend this subcommittee for giving us the opportunity to talk directly with the decision-makers in the Senate about our child care concerns. I believe if similar hearings could be held throughout the country, dramatic documentation would be available testifying to the desperate need for child care for all segments of the population. It would also be obvious that there must be federal support to families who need this vital service. If the Los Angeles Mayor's Advisory Committee can be helpful in the development of legislation that will insure quality child care programs for all in need, we would be pleased and willing to assist this committee in any way that is feasible.

Thank you.

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Senator CRANSTON. Who is going next?

STATEMENT OF ELIZABETH M. HITESHEW, PRESIDENT, SOUTHERN CALIFORNIA ASSOCIATION FOR THE EDUCATION OF YOUNG CHILDREN, LOS ANGELES

Ms. HITESHEW. My name is Elizabeth Hiteshew, and I am president of the Southern California Association for the Education of Young Children.

I am especially happy to be here today because I hope very much that this can be a kind of a historic new beginning for those of us, and I know that you are among them, and that is very heartening to realize. We feel that our child care services have been stalled, and that we really need to get moving again on one of our most pressing problems.

Reflecting for just a minute on what you had to say, Senator Cranston, I do want to say that I hope that this time, as we approach the whole subject of quality programs for children, that we put children—if we look back over the historic perspective of programs for children, we developed them for so many different reasons. We developed them because we needed people during the war to go into the defense industries. We developed them to help working parents or get people off of welfare, and all of those are very real needs, but somehow or other I think we have forgotten the basic need, which is to provide a quality environment for children. I think those concerns must come first, even though I am well aware that there are political considerations and other important social and economic concerns that we have to address as well. I would hope that we could look at children and keep children in the center of our thinking.

Our organization represents also, I think, a source to you, a resource, because we are extremely diverse. You mentioned diversity, and within our organization is a kind of a microcosm of many different programs that are available to children. Just about every different kind of program and service that could be thought of and mentioned, from private to public, to family, to a center care, to parent education, is encompassed within our organization. We would very much like, as individuals, as an organization, to be a resource to you in this process.

Formality, of course, is something that no one type of program has an option on. June is a pioneer in family day care. Shirley has had experience for many years in many kinds of programs, including Head Start. I direct a campus child development center, but it isn't the particular way that the program is delivered that seems to me to be the indicator of quality, but the fact that there are these options, and that the options, each one of them, should have the basic ingredients of quality care.

I spelled out for you in my written testimony what I think some of those ingredients are. Basically, I think it comes down to interrelationships between people; and when we talk about human services, we are talking about highly complex types of interrelationships between parents, between teachers, between coworkers, between other professionals, and, of course, all of them related to the child; and any human service is enormously complex because we are dealing with people, not with commodities and not with machines.

When we talk about providing an environment for the growth of human beings, we are talking about perhaps the most difficult and the most sensitive and the most important area of all; and for that reason, it isn't cheap. I know I am not being asked to address myself to this question of cost effectiveness, but I hope very much that we will consider rather first and foremost the child and parent effectiveness of our programs, and second whether or not they are cost effective. This is not to say that I or any of the other people here today are not concerned about cost. We all know the economic crunch that we face; but, as I wrote, I feel what we value we will pay for. We do need your help in alliance toward reordering our priorities, and, furthermore, we will get what we pay for; and if we want quality, we must be willing to pay for it and be willing to put our efforts toward that kind of dedication and that kind of commitment, and so, of course, it is very exciting for me to be here today to speak to you directly on something that makes me very nervous, frankly, because I care so much, but also I feel a great sense of obligation because I know of so many parents, so many other teachers, so many people who care who would like to be here and sitting here and saying to you what I in my way am trying to express, and, therefore, all I can say to you at this point is that I offer you my energy and my commitment, and I know I am speaking for many, many thousands of other people who want to see us move ahead and work with you.

I appreciate the chance to be here today.

Senator Cranston. Thank you very much. You don't appear nervous at all.

[The prepared statement of Ms. Hiteshew follows:]

Testimony before the Senate Human Resources Subcommittee on Child
and Human Development
Hearing on Child Care and related issues
Monday, December 12, 1977

Presented by Elizabeth M. Hiteshew, President
Southern California Association for the
Education of Young Children

Thank you for the opportunity to speak to you on behalf of families and children.

It is indeed heartening to know that both our California Senators share a commitment to strengthening the fabric of family life in America. I am convinced that you really want to hear from a broad range of people whose lives will be profoundly affected by decisions you help to make, and I welcome and appreciate the chance to share my concerns with you.

I have been asked to address myself to the question of quality child care.

What do we mean by quality child care?

1. Quality child care means people - who not only care about children, but have a background of knowledge and experience about the way in which children grow and learn which enables them to express that caring in ways which are appropriate to the child's developmental level and individual needs. (Different strokes for different folks.)
2. Quality child care means people who not only care about parents, but have learned through study and first hand interactions how to express that caring in ways appropriate to the parents' developmental and individual needs. (Parents go through ages and stages, too!)
3. Quality child care means people who not only care about their co-workers, but have learned through study and practice to express that caring in ways appropriate to their co-workers individual needs. (If adults in a program don't feel good about themselves, neither will the children.)
4. Quality child care means people who not only care about helping parents and children obtain help from community resources (such as Family Service Agencies, Health Clinics, Social Service Departments) but really know how to make connections with other programs, agencies, services or individuals that serve families and children. (No man is an island.)
5. Quality child care means a sufficient number of qualified staff to insure that children are safe and that the diversity of children's individual needs will be met. (Staff/child ratios will vary with the age level and individual needs of children.)
6. Quality child care means a physical environment with sufficient space and materials to facilitate the interactions with people and materials which are essential to the child's healthy development.

7. Quality child care means options for parents. Parents should be able to choose the type and sponsorship of programs which best fits their needs and philosophy. The only kind of choice no parent should have to make is the choice of a poor program because a quality program is too expensive.

Child Care Information and Referral and Resource Centers can render valuable assistance to parents in providing information for them to make intelligent choices.

What are the benefits of quality child care?

Parents, children and society as a whole will benefit from expansion of programs of quality child care.

1. Programs of quality child care can act as powerful support systems for an endangered species - the American family. The center supports not only the child and parents growth, but the child-parent relationship, helping to strengthen and undergird it, through provision of supportive programs of parent counselling and education and parent involvement in the center itself. Where children are experiencing problems, the center staff can help clarify the problem, refer when necessary to other community resources. Centers also provide opportunities for social activities for adults and for children, much needed in today's increasingly alienated society.
2. Programs of quality child care help to prevent or minimize physical, mental, or emotional problems through early detection and treatment.
3. Programs of quality child care help to provide children with models of concerned, caring, nurturing adults at an age when role models are of critical importance.
4. Programs of quality child care help provide environments which foster the growth of the thousands of children whose parents must work to survive. Otherwise, many such children are left alone and unsupervised or with siblings everyday.

Can we afford quality child care?

We can no longer afford to overlook the pressing needs of American children whose parents have been forced into the labor market by rising costs of living. The future of our society lies in the hands of our children, yet we are neglecting to nurture that future. Already there are ominous signs that the healthy development of many children is at risk. Quality child care is not cheap, but the money we "save" now on cost-effective programs of inferior quality is likely to be squandered in years to come on remediation, a far more costly and less hopeful undertaking. What we value we will pay for.

What can government do to facilitate the expansion of quality child care?

1. Take up the mantle of humane leadership and respond to its voiceless, voteless, powerless constituents - children. Assume moral leadership in the reordering of our national priorities so that the preservation of the rights of children will be ensured.

2. Provide regulatory agencies with sufficient personnel and clout to ensure that quality care is provided and maintained. Train regulatory personnel to carry out their responsibilities with skill, sensitivity, discretion and tact.
3. Develop new approaches to funding that will enable a broad range of programs (public and private) (home-based and center based) (varying models) to receive support.
4. Allocate funds for Information and Referral Services so that parents can make informed choices.
5. Put as much decision making power as possible at the local level, involving professionals, parents, and community in a team effort.
6. Mandate parent and community involvement in decision making process.
7. Streamline accountability and evaluation process. Eliminate hideously time consuming paperwork, and free staff to do their thing - facilitating the growth and development of children.
8. Develop quality child care programs for children - not to create jobs, not to get people off welfare, but to help children fulfill their potential.

What can I as a concerned citizen and professional do to assist government in developing programs of quality child care?

As a citizen, a parent, and a professional I stand ready to assist you and your committee in any way possible to work towards the expansion of quality child care. Within our organization lies a wealth of talent, dedication, energy and commitment. We hope that you will look to us for assistance as we look to you, and that together we can realize our mutual hopes and dreams of a better world for today's and tomorrow's children.

Senator CRANSTON. Ms. Cloke you may proceed.

STATEMENT OF SHIRLEY CLOKE, PROGRAM DIRECTOR, HEAD START PRIMARY CONTINUATION LEARNING PROGRAM, FOUNDATION FOR EARLY CHILDHOOD EDUCATION, LOS ANGELES, ACCOMPANIED BY CLARA GODBOULDT, GUADALUPE ENRIQUEZ, RAPHAEL BLOUNT, IRENE KAHN, AND MARTHA RINALDO

Ms. CLOKE. I am Shirley Cloke, and I am the program director of the Head Start primary continuation learning program, which was a project administered for 5 years by the Foundation for Early Childhood Education, Head Start Agency, and was funded out of the Office of Child Development. It began in September 1971, and continued through June of 1976, and I want to describe this project as an example of a quality child care program.

The purpose of this project was to provide continuity between Head Start and the primary years in elementary school. By contractual agreements with the Los Angeles Unified School District and Bonita School District, the Foundation for Early Childhood Education's Head Start assistant teachers accompanied their graduating children into their neighborhood public school kindergartens in 10 schools in black, Spanish-speaking, and culturally mixed communities. The Head Start assistant teacher, the continuing teacher, assisted the kindergarten teacher in instructing all the children, both Head Start and non-Head Start. The children moved up through the grades together, kindergarten, first, second, and third grades; they were accompanied by the continuation teacher.

As the children moved up the grades, it was interesting to note that there was less transitional loss because the person who accompanied the children up through the grades was someone who knew them and who had contact with their families. There were two waves of assistant Head Start teachers in this program and 600 children participated. The annual budget for this program averaged under $232,000 per year. I would like to describe a few of the unique features of this project.

Most important in the project was the presence of that continuation teacher in the classroom throughout the years. She came into the public schools with the knowledge of the children, skilled with working with young children, and experience with the families of the children. She was the link between Head Start and public schools.

Second of importance in the project was the parent involvement program. The project established two family development centers, one in East Los Angeles where the parents came to make something for themselves. They learned how to use power tools, to cut dry wall, to make items for their homes. I have an example here [indicating a table that was made by parents in the workshops]. They make all kinds of household items that they need, chairs, cupboards, clothes closets, desks, all kinds of things that make life a little more pleasant. They came to the workshop bringing their children. Some of the children were as young as 3 weeks. We had toddlers, grandparents, great-grandparents. A preschool program was arranged for the children so that they could play as the parents worked. The parents also learned how to use sewing machines to make clothing for their children so that they could attend school regularly, clothing for themselves, bedding, pillows, thousands and thousands of pillows, and curtains, all kinds of things like this.

The workshop program also included high school credit for the parents.

In South Central Los Angeles, another family development center was set up within a public school in unused classrooms. Some parents who attended this workshop had not stepped foot into school since they were students themselves. They also made things for their families. They brought neighbors, relatives, and their children. They became very proud of what they discovered they could do in working there, and many of them became involved in the children's classrooms, in the schools, and some became employed as educational aides. Others went on to continue their own education.

A third aspect of the project I would like to comment on was the career development of this project. The career development coordinator arranged for all of the continuation teachers and the parent involvement coordinator and the workshop facilitator to continue with their own development. He arranged with the colleges for them to get bachelor of arts degrees and teaching credentials. By June 1976, all of the 20 Head Start continuation teachers had earned their bachelor of arts degrees and the California Standard Elementary Teaching Credentials. This opened up many new employment opportunities. Five of the staff are currently working in the L.A. city school district as teachers. Eight have returned to Head Start as head teachers at this time. Five are currently working as head teachers in other Children's Centers, and three are in supervisory or administrative positions in the public schools or Children's Centers or Head Start.

I would like to read a statement on page 4 of my testimony in order to make certain that I include all of the items that I wish to describe in terms of achievement of the project.

First, the continuity of the Head Start assistant teacher provided the children and their families with stability in times of increasing family disruptions and transiency.

Second, the program included ways for people to upgrade themselves, educationally, professionally, and financially. And I want to emphasize that the sense of moving ahead on one's own development kept morale and enthusiasm high, and this is an essential factor in any human development program.

The project established support systems at all levels. The administrative staff provided encouragement and skill development to the continuation teachers. The continuation teachers were resources to the schools, the children, and the parents. The children who remained in the program through the years developed a network of support for each other.

The project implemented a planned rhythm of interaction between Head Start and the public schools. Head Start teachers going into the public schools brought Head Start approaches into the schools and, in turn, the Head Start teachers returning to Head Start brought back with them a perspective on what children would need to know when they were going into public school.

The staff development and inservice of the project were based on recognized principles of how people learn, emphasizing activity, experience, and involvement, which are necessary to insight and conceptualization. Staff development was an integrated part of all project activities and was on-going rather than periodic, sporadic, or isolated. Professional development was linked to academic credits. The professional and academic and personal growth of staff was made possible because the workload of the administering staff was within realistic limits.

The principle of involving parents where the parents' needs are is essential. When parents begin to see school as a place where good things can happen to them, they are more able to see how good things can happen to their children.

Essential to the leadership of this project was its representation from the parents, social service, career development and educational proponents of Head Start.

I would like to introduce to the Senators the leadership of the project: Mrs. Irene Kahn who is the curriculum and staff development coordinator of the project; Mrs. Clara Godbouldt, parent involvement coordinator; Mr. Raphael Blount who was the career development coordinator; Mrs. Guadalupe Enriquez, parent coordinator; and Mrs. Martha Rinaldo, executive director of the Foundation for Early Childhood Education.

The administrative staff of the project has a few comments that they would like to make.

[The prepared statement of Ms. Cloke follows:]

TESTIMONY

Foundation for Early Childhood Education

PUBLIC HEARINGS
SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT
of the
COMMITTEE ON HUMAN RESOURCES

Alan Cranston, Chairman

December 12, 1977

The Head Start Primary Continuation Learning Program was a five-year demonstration project funded by the Office of Child Development from September 1971 through June 1976.

The purpose of the project was to provide continuity between Head Start and the primary years in elementary school.

Through contractual agreements with the Los Angeles Unified School District and the Bonita Unified School District, assistant teachers from the Foundation for Early Childhood Education's Head Start Centers accompanied their graduating Head Start children into neighborhood kindergartens in ten public schools located in Black, Spanish speaking, and culturally mixed communities. These Head Start Continuation teachers assisted the certificated teacher in instructing the kindergarten children, both Head Start and non-Head Start.

As the class progressed from kindergarten to first, second, and through third grade, the Continuation teacher advanced with the class. There were two waves of assistant teachers and Head Start children. Altogether twenty Head Start assistant teachers and approximately 600 children and their families participated in the project.

Crucial elements of the project were:

1) The Head Start (Continuation) teachers brought to the public schools the knowledge, skill and experience in working with the children and their families that they had gained in Head Start. They had established relationships with the children and families. They provided a link between the family and the school and were therefore more readily able to involve parents in assisting in the classroom and participating in school activities.

The transitional loss that frequently occurs when children change educational settings, such as from Head Start to kindergarten, kindergarten to first grade, was reduced when a continuing adult moved along with the children. Time was not lost getting to know the children and finding out where they were academically.

One unexpected development was the number of credentialed classroom teachers who elected to move up the grades with the continuation teachers and the children. Several teaching teams remained together from first through third grade. According to the teachers, the educational, social, and psychological benefits of this continuity far outweighed the additional work of developing new curriculum, changing rooms and longer hours in the classroom.

2) Involvement of parents was a key feature of the project. Two Family Development Centers were set up. In East Los Angeles an old warehouse was converted into a workshop where parents came regularly because it was a place where they could do something for themselves.

They learned to use power tools to cut Tri Wall into needed household items, such as clothes hampers, tables, desks, chairs, clothes closets, cupboard, and shelves. Fabric scraps were sewn into clothing, bedding, and curtains. Parents brought infants, toddlers, aunts, uncles, grandparents, and great grandparents. An educational pre-school program was arranged for the children while the parents worked. High school credits could be earned through the workshop experience.

In South Central Los Angeles, a similar Family Center was set up within a public school in unused classrooms. Many parents who had not set foot in a school since they were students came to the workshop bringing their younger children, neighbors and relatives. Through the workshops, parents developed self confidence and pride in new found abilities. Many became actively involved in public school, participating in classrooms, on advisory councils, or in other school functions. Some were employed as educational aides in the schools. Others were encouraged to continue their own education, enrolling in high school and community colleges.

3) The career development coordinator of the project planned the academic progression for each staff member. He worked closely with college faculty and project staff to ensure successful completion of degree and credential requirements. By June 1976, all twenty continuation teachers had earned bachelor of arts degrees and State of California Standard Elementary Teaching Credentials. The parent coordinators and workshop facilitator also earned bachelor degrees through the program. As a result, new employment opportunities have arisen. Five project staff are employed as teachers by the Los Angeles Unified School District. Eight have returned to Head Start as Head Teachers. Five are Head Teachers in public and private Children's Centers. One is a Head Start Child Development Supervisor. One is a program director in a State of California Early Childhood Demonstration Project. One is a Head Start Social Worker. One is a parent coordinator for a Los Angeles City elementary school.

4) In-service and staff development offered by the project upgraded the educational experiences of the children and staff.

Early Childhood educators were employed to provide regular in-classroom assistance to the children and the teaching teams. They conducted weekly workshops for the Continuation teachers to develop their curricular skills and understanding of child development. They planned the day-a-month release time that was provided for public school and continuation staff to visit exemplary classrooms, make learning materials, and confer on specific topics, view films or video tapes of the classroom.

The achievements of the project relied heavily on the following factors:

1. The continuity of the Head Start assistant teacher provided the children and their families with stability in times of increasing family disruptions and transiency.
2. The program included ways for people to upgrade themselves educationally, professionally, and financially. The sense of moving ahead on one's own development kept morale and enthusiasm high - an essential factor in any human development program.
3. The project established support systems at all levels. The administrative staff provided encouragement and specific skill development to the continuation teachers. The continuation teachers were resources to the schools, the children, and the parents. The children who remained in the program through the years developed a network of support for each other.
4. The project implemented a planned rhythm of interaction between Head Start and the public schools. Head Start teachers brought new approaches to children and families into the public school. In turn, Head Start benefited when the continuation teachers returned to Head Start and brought back a

perspective on what children would be going into in public school.

5. Essential to the leadership of the project was its representation from the parents, social service, career development, and educational components of Head Start.

6. Staff development and in-service were based on recognized principles of how people learn, emphasizing activity, experience, and involvement as necessary to insight and conceptualization. Staff development was an integrated part of all project activities and was on-going, rather than periodic and isolated. Professional development was linked to academic credits. The professional, academic, and personal growth of staff was made possible because the work load of the administering staff was within realistic limits.

   The quality of staff development has been verified by teacher training institutions, Los Angeles School District, and Teacher Corps who have requested and paid for project staff development services.

7. The principle of involving parents where their needs are is essential. When parents begin to see the school as a place where good things can happen to them, they are more able to see how good things can happen to their children.

Senator HAYAKAWA. Mr. Chairman, may I interrupt for a moment. Despite your injunction at the very beginning, Mr. Chairman, that the people who are giving testimony confine themselves to 5 minutes, because of the enormous number of people to hear from, we have heard from three now and we have taken 25 minutes to hear them.

So may I say to all those who are about to testify, that you have Senator Cranston's statement before you as to what this hearing is for, and we have heard some charming stories about what you demand and what you would like to see in child care systems of one kind or another, but would you concentrate your remarks on the first question: What is the central thing you want to say and how does it relate to Senator Cranston's ways to introduce comprehensive child care and child development legislation in Congress; and then after you have made that central point, then you can make two or three supporting points, and then you can get it in in 5 minutes or less. We have so many people here. I have to leave at 11:45. Senator Cranston has to leave at 1. We can't hear everybody unless we speed this up. So take your testimony and look it over and see where you can condense it, get your central point out first and then support it.

Senator CRANSTON. Thank you, Sam. I have to agree, and I regret our time problems, but we have them.

Mr. Blount, you may proceed.

Mr. BLOUNT. I would like to say just one thing, that the central aspect of the continuation project was one of complete involvement of the administrative staff; with all of the people involved, that it was more like a family rather than a specific project that we were working on. It was a call to excellence, and we all were involved in this commitment deeply, and we feel this can go on throughout the country at this time.

Senator CRANSTON. I want to address one question to whoever chooses to answer.

What do you feel are the circumstances of the roughly 5 million children who are children of working mothers who work and leave them alone or have them in some center that is unlicensed, how adverse do you feel the circumstances are? Do you have any statistics of what is happening to those kids?

Ms. SALE. I would like to touch on that if I may. We know in Los Angeles, for example, that there are many latch-key children, school age children. There just are not enough places for those kids, and I think that the circumstances are very, very adverse for them. There are a lot of problems that could come out of that. We know that there is some problems within the schools in terms of what happens to those kids after or before school. We are probably paying the price somewhere along the line. We also know that there are not enough places, for instance.

Senator CRANSTON. If they are in unlicensed centers of one sort of another, does that mean that they are necessarily improper conditions?

Ms. SALE. I will tell you what my own personal feeling is. Unlicensed centers, they probably are in adverse circumstances. I think that centers need to be licensed, and I think there is no question there. I have a lot of questions about family day care licenses. That is a whole other issue. I would say that the chances of adverse circumstances, at least in family day care licensing, are not as great.

Senator CRANSTON. Thank you.

Do you have any questions?

Senator HAYAKAWA. When you say there are adverse circumstances in unlicensed day care centers, are you referring to the quality of supervision, the inadequacies of the space available, the inadequacies of food, what were you referring to?

Ms. HITESHEW. May I answer that?

I think we can say that all kinds of things are happening to children in terms of lack of supervision, where the actual physical facilities are filthy, where the children are being neglected, where there are far more children than there are supposed to be.

Senator HAYAKAWA. Let me ask this. Out of 10 unlicensed child care facilities, would you say 1, 2 of them, all 10 of them?

Ms. HITESHEW. I would not be able to say, because in this county alone we have insufficient personnel to even get out and see what is happening. I would doubt that we even have sufficient statistics to know. I don't know what the figure is at the moment, but there was a time when there were only three people doing inspections and supervision of personnel.

Senator HAYAKAWA. When you criticize the unlicensed child care centers without having surveyed them, you know that they do face filthy conditions there. I am wondering whether you are simply expressing prejudice against unlicensed centers or if you know what is going on in them.

Ms. HITESHEW. I don't think we can know what is going on in all of them. Some of the flagrant violations in unlicensed centers do come to our attention. The solution, in my opinion, is that we have more people who can go out and do that kind of surveying and keep in touch so that we can be assured of at least a minimum.

Senator HAYAKAWA. I went through this. Students, many of them married, many of them unmarried, but so many of them with children, they wanted day care facilities for their children while they were in class, and so we started this up, and the student organization put up the money, put up as much money as they could. But because of all the requirements, licensing and certification of all the personnel thereof, the cost of that day care center went up by a factor of 10; and before long, they had to drop their hands altogether, and it became State agency and not a student-run organization at all. The costs just skyrocketed once you got into all this matter of certification, licensing, personnel with sufficient degrees and certificates to do what they are supposed to do, et cetera, and so I have seen this frustration frequently happen, that the costs of child care go up very, very fast once you start letting professionals into it. I'm quite serious about this.

Ms. SALE. Licensing is simply a floor below which one would not want to go.

Senator HAYAKAWA. I realize that all certification is defended as being a safeguard against bad practices, et cetera, on the part of people who perform the services. This certification is like barbers and hairdressers and those people; but once you have the certification thing going into it, the prices go up, up, up, up right a way.

Ms. SALE. Children are really worth it.

Senator HAYAKAWA. It is not a question of whether they are worth it. But don't forget that, as a society, we have to provide a police force, we have to provide highways, we have to provide all kinds of service in addition to child care. Anyone can see safe streets with sufficient traffic lights all over town, absolutely essential, and the traffic engineer will argue and argue and say it is absolutely essential to the society as a whole to have all these lights. Then the city council has to say, look, those lights that you proposed cost $18 million and we can only afford five, and then we have to cut down on them. Every special interest sees its interest as being more important than anybody else's. We have to in politics, whether it be a U.S. Senator or city council, have to adjudicate between however important the children may be and how much we can put into that, however important highways may be and what we put into that, and still have enough left for the children, et cetera, and these questions are something that I find a great many people testifying in when it comes to their special interest.

Ms. GODBOULDT. My name is Clara Godbouldt.

I don't quite understand what Senator Hayakawa is getting at, but, as a working mother, as a grandmother who has children who dearly need child care centers, I feel that there is not enough of any kind, adequate or inadequate; and talking about children, they are not traffic lights, nor are they highways. They are children.

Senator HAYAKAWA. That is exactly what I am getting at. With the resources we had at San Francisco State College, you could take care of 50 babies with x thousand dollars, and you had the alternative before you of taking care of 10 babies with the x thousand dollars or 50 babies, depending on the amount of money you put into this business. With the limited amounts of dollars any society has available for these various purposes, you ought to make the amounts available for this particular purpose go as far as you can. You have, say, $20 million available for child care services, how many children can you take care of, 20,000–50,000?

Ms. GODBOULDT. What I hear you saying is that we have got to think about the dollars and cents, but we are not talking about quality. I think I heard you say that the people are talking about quality plus adequate child care; and if we are talking about child care, period, then anybody out in the streets can say, "Well, my home is available for taking care of kids as long as I get a few dollars from the government." What I would think the most about is the quality, the type of environment of the child care center where my children would be, but I really think you are making much to-do about a dollar, and I think we are talking about children, and I think, as you know, we do have a high percentage of crime and specifically in the area where I live—I live down in the ghetto. I'm proud to live there, but I would like to see my community have all these things, you know. There are child development centers available to the middle class and upper echelon people, but there is nothing available to poor, working mothers. They have some makeshift day care centers. They have neighbors watching children, and, then, a lot of children are strolling up and down the streets, and I am speaking to you not from statistics or data that I have gathered, but from what I saw and observed as a person living in the area.

Senator HAYAKAWA. I agree with what you say. The reason I say what I say is I want more and more children taken care of, more and more of them with the best quality in child care.

Ms. GODBOULDT. Then let's stop talking about the dollars and cents right now and get down to some basics of how we can develop these kinds of things.

Senator HAYAKAWA. All right, then we have to talk about dollars and cents because your city council, as well as the Federal Government, has many things to do besides take care of children.

Ms. GODBOULDT. Senator Hayakawa, millions of dollars were sent to kill off a lot of men over in Vietnam, and I didn't have anything to do with it, but I would be delighted to see my dollars and cents go to adequate child care.

Senator HAYAKAWA. I, too, would like to live in the ideal world where you no longer need an army, navy, and air force.

Ms. GODBOULDT. You know that is not a factor, Senator Hayakawa. We are talking about child care. I mentioned that because at the time child care legislation was being thought about, billions of dollars were being spent for the war in Vietnam. Some of the things that we participated in out here had to be cut back on account of the war, but there is no war going on now, so we can get down to basics and talk about developing good child care programs, good programs for parents and older children, and try to get our communities together, not sit here and argue about how much money is involved. I think taxpayers would be glad to see their money going for something useful for a change.

Senator HAYAKAWA. May I make a statement, Senator?

One of the very important things is this. Senator Cranston and I faced absolutely important political realities. There are people who believe that we need to have adequate defense—there are a certain number of agencies going about doing that. There are people who feel we have to have adequate highway safety—there are billions of dollars going into that. We have public health and so on and so on. All right. We have colleagues, many of them, who don't care quite as much about child care as Senator Cranston and I do because we are both members of the Child and Human Development Subcommittee. We asked for this assignment because we do care. Now, if we come in to those colleagues and say we don't care how much it costs, we want more and more and more, they are going to turn us down. So you have to show some consciousness of fiscal responsibility in our programs, or his colleagues and mine in the U.S. Senate will say do you people not care how much it costs at all, don't you have any fiscal responsibility whatsoever, and Senator Cranston and I would have to say we have no testimony to that effect. So unless you show some kind of sense of financial responsibility—as I say, it's not just Senator Cranston and me, it's the whole Senate—they are going to argue against us and say we cannot pour all our resources into this one project.

Ms. HITESHEW. I tried to suggest earlier one way in which we can be very effective for time and resources and money, and that is by using the varied and many different types of programs that are already existing in the community and finding ways to take—there isn't a member of our organization or a program or a type of program that is not concerned about quality, but at the present time there are a very limited number of programs that are getting any kind of support at all. Now, it's been said that we child care people can't get our act together. I think we are at the point of getting our act together and saying to you that there is potential of quality in every single type of program, but people cannot go it alone. They have got to have some help from you, and you talk about whether to spend it on 50 babies or on 10 babies. If you have 50 babies, you might as well forget about having something that is worth having with a fixed amount of money, because you really have to have certain kinds of constraints, certain kinds of limits, certain kinds of regulations, and they have to be enforced, and it has nothing to do with the professionals who want to come in and make their money. It has to do with the basis that we all understand as being the ingredients of quality care. You can't get away from it.

Senator HAYAKAWA. I don't argue with the necessity of quality care, but I want to see further evidence here of concern to extend that quality care and making the dollar count, and so far I have not seen that kind of adequate concern, and I am thinking about Senator Cranston and me trying to introduce this legislation; and if we put in the legislation everything you ask for, they are going to laugh in our faces.

Ms. SALE. May I just say something very briefly?

We have determined that all child care is expensive and some cost less than others, but someone is paying the price of it. If we don't have quality, then the children probably are paying the price for it. I think I have in my written testimony suggested some ways that we could support, just as Betsy has said, some existing programs. For example, there are many self-help groups of parents who are really struggling to keep going. With a little bit of support, they can keep going more, and they are willing to contribute some of their resources to their children. I think the information and referral program is an excellent way of supporting quality in a very inexpensive way actually, by helping to support the parents to make decisions that are good decisions. Family day care provides tremendous services for children, and very often family day care providers are contributing their services and they are getting paid hardly anything. Just a little support there wouldn't be expensive, but a little support there is going to go a long ways.

Senator HAYAKAWA. I am glad to have you bring up this matter of parents sharing and forming cooperatives and so forth. I approve of that, and I have seen that happen in a very wonderful way in some child care centers in Berkeley, some in San Francisco, where we have these cooperatives.

Ms. SALE. We have them here, too.

Senator CRANSTON. I would like to make one comment now in light of what has been said. First, time spent this way is well spent even if it gets us off schedule. We do have a real problem in finding the money for needed programs like child care and like other programs, and Senator Hayakawa and I and others have wanted to make progress in aiding children and families who need this assistance and do need to know the dimensions of the problems, what are the best solutions, and what will they cost and what is a reasonable sum that we can seek to get allocated for this purpose. We can't get what we might like to get. We can, if we make a good case, I think, make a very strong beginning with good legislation and document out of these hearings a good plan for the use of the funds. I want to know much more than I know about two or three matters before I think I can be effective.

What is happening to the children of working mothers—29 million such children under the age of 18 whose mothers are working—particularly what is happening to the roughly 5 million who are under the age of 6 whose mothers are working and who are not in licensed day care centers? We need to know what is happening to those kids, where they are, under what circumstances, and what it is doing to their lives. We also need to know what kinds of programs are working and what kinds of programs are there that could be made to work and that we know can be of assistance. That is what we have really got to get out of these hearings.

If you can help us now or in the future, we would appreciate it. If you don't have the answers today, help us find the answers; tell us where to find the answers. Then we can do constructive work. If we don't find the answers to those questions and others you are well aware of related to those questions, we will fail in our assignment together, you and Sam and I and others interested. So let's try to find the answers to those questions and we can move forward.

I thank those of you who have been our first witnesses.

We will now move on to the second panel.

The next panel is on cost effectiveness in child care programs, and now we get to the cost-effectiveness topic that we have to be interested in, and our witnesses are Vivian Weinstein, Governor's Advisory Committee on Child Development Programs, Los Angeles; Lorraine Boyce, Human Resources Committee, League of California Cities, Escondido; Joan Bissell and Richard Lee, Office of the Legislative Analyst, State legislature, State of California; and David Rodenborn, Private Nursery School Association, Campbell, California. If you would, please proceed in whatever fashion you desire, and please limit yourself to not more than 5 minutes, and we will give each of you a notice when 4 minutes are up so you know you have got 1 minute left.

STATEMENT OF LORRAINE HANDY BOYCE, CHAIRPERSON, HUMAN RESOURCES COMMITTEE, LEAGUE OF CALIFORNIA CITIES, ESCONDIDO

Ms. BOYCE. I am Lorraine Boyce. I am councilwoman for the city of Escondido. I am in my eighth year on the council and have struggled with eight budgets, and have watched the increasing population come into our city which is now about 55,000 people, and I have seen the crime rate increase, and I have seen because of the passage of the Dixon bill in California a great number of children, especially in the ages of 11 and 12 that are falling through the cracks, these are the ones whose parents have been working for years, and now these children are out in the community with really no way to take care of them. I can assure Senator Cranston, if you will come to Escondido, I will introduce you to about 30 of these kids who have been latchkey kids from the time they were about 5 years of age. We desperately do need day care programs; and if we believe that children are our Nation's future, then we must be willing to make a substantial investment in that segment of our population.

I think it is unfortunate that most elected officials are concerned about getting reelected, and so what happens is that they react rather than act, and programs relating to child care and good parent education, you do not see the results for a few years, 8 to 10 years. The elected official wants something to happen right now. So we see a great deal of money going into the topics of child abuse, rape, and these kinds of programs, and everybody thinks, oh, isn't that wonderful, when we really should have been working at the beginning of the problem so we could have prevented this problem from occurring.

You have my statement before you. I would like to say this, that the League of California Cities, which is made up of about 427 cities, did pass 3 years ago a child care policy statement that was quite extensive. It made the statement that there should be a policy statement for the State of California to include child care for all children, regardless of family income. Now, that's a pretty heady statement for the elected officials to make. Granted, it was not unanimous, but it was a majority. So I think the majority of elected officials in California believe in good child care and good parenting education.

I just returned from the National League of Cities Convention in San Francisco, and at that convention we also passed our child care policy statement. We listed as a high national priority in this country the provision for adequate opportunities for all children: child care, preventative and protective services, diagnosis and treatment for children, nutritional programs, educational enrichment, and programs for children with special learning needs. This was passed unanimously on the floor of the National League of Cities. So I think you do have some support, some strong support, across the country with elected officials.

I have been involved for many, many years in parenting education and family life education. We must strengthen the families of our communities regardless of the makeup of those families. We have many, many single-parent families. They need a lot of help. We cannot continue in our cities to carry people. We have got to be able to give them support so that they can become part of the community, that they can become responsible citizens and can begin to carry their own weight. We cannot continue just adding more and more people to the rolls and losing children between the cracks.

I think that on my last page of my statement I did put down several things. We are talking about cost effectiveness. It is very difficult to put a price tag on child care.

Senator Hayakawa, it is almost impossible. I would challenge you in the legislation to use some of the expert child care people we have across our Nation, define child care, what quality do we want, have a national child care policy How can Federal agencies and other Government monies be coordinated with child care? We had a very difficult time in San Diego trying to put together CETA program money and State money to answer the needs of child care. There should not be that many regulations. You shouldn't have to have a CPA figure out what you are doing in the regulation. The community development grants should be able to be used to construct and rehabilitate day care centers. HUD housing money should be available for use in day care centers. Emphasis on education for strengthening the family is a must. That's the educational component. You cannot get out of it. Involvement of local elected officials in the development of new programs. Dangle the carrots. Make the local elected officials responsible. Make them be responsible to their own cities. Hold out the carrot and the stick. Withhold moneys if we can't answer the problems in our communities. Consolidation of children's programs to assure more effective planning and coordination at the local level, and let's maximize the benefits to the children.

The rest is in my testimony, and I thank you very much for giving me this opportunity.

Senator CRANSTON. Thank you very much. I appreciate that, and I appreciate your being in exactly 5 minutes.

[The prepared statement of Ms. Boyce follows:]

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(714) 746-2300

LORRAINE H. BOYCE
COUNCILWOMAN

December 7, 1977

Testimony to be given at December 12, 1977 hearing before the Subcommittee on Child and Human Development.

I am Lorraine Handy Boyce, Councilwoman of City of Escondido, Chairperson of the League of California Cities Human Resources Committee, a mother of four natural children, two adopted and one foster daughter.

Thank you for giving me the opportunity to give testimony today.

The State of California has been noted for its innovative programs related to child care and yet only a small number of children who could benefit from such programs are being served.

The League of California Cities has recognized that the lack of such services for families has compounded the social problems cities must deal with and subsequently added costs to the cities' budgets to solve these problems. A Child Care Policy Statement was adopted at the State Convention three years ago and has been reaffirmed each year. In the coming year the Human Resources Committee of the League will be updating this document to reflect new and current thinking and ideas. In essence, it calls for a Child Care Policy which includes the goal of services for all children regardless of fimily income. I realize this is a lofty ideal, but if we believe that children are our nation's future then we must be willing to make a substantial investment in that segment of our population.

The National League of Cities has also adopted goals relating to children's programs and have listed a high national priority in this country of providing adequate opportunities for all children. Child care, preventive and protective services for child abuse and neglect, early and periodic screening, diagnosis and treatment for children, nutrition programs, educational enrichment, and programs for children with special learning needs. The failure to provide stimulating programs of care for this group surely will require greater public expenditures in future years.

How does all this relate to cost effective child care? I believe we must first define what we really want in child care. If we want cheap care we can easily achieve that by ignoring the basic needs of children. This is not what I am talking about. We must be very specific in setting out the criteria for quality child care. It must be comprehensive to include health and safety, family support or services, education and nutrition. The 50 cents an hour baby sitting I paid for twenty-eight years ago is really out of date.

Legislators must be informed as to the different levels of child care and programs of like services must be evaluated together. Too often programs with different services are compared, giving a distortion of costs. Of course, we, as taxpayers, want to see tax dollars spent in the most cost effective way, but sometimes we insure failure of programs by being stingy with the monetary allocations and demanding compliance with regulations that take a C.P.A. to monitor.

I believe the legislators have the responsibility to become educated to the needs of the single parent family. The great increase in numbers of working men and women with sole responsibility for child care requires an expansion of child care facilities. Such an expansion should offer a choice of facilities ranging from the family day home, to group homes, to child care centers.

Legislation should address cohesive national policy for children's programs with a coordination of these services at all levels of government. Incentives should be offered to encourage development of new child care centers within cities and counties.

Any federal legislation related to child care must be very specific to ensure that money allocated for child care be spent on child care.

Preschool and young children are at the mercy of an adult society. We determine their rights and what we think is in their best interests. It is easy to allocate money for child abuse, rape control, burglary programs. These are sexy subjects. The young child is not nearly as exciting a product to tackle. Only when he becomes the drug involved teenager who steals a car do we become excited and begin to fund the programs. How much better would it be to act in a preventative manner than to react after the facts.

I realize that many elected officials are concerned about being reelected and it is more glamorous and newsworthy to react to a problem than to exert leadership in promoting programs that will not pay off for eight to ten years, but it is leadership we need and hopefully the advocates for child care will become more politically sophisticated in their support of policy makers.

I encourage you to enlist some of the experts in the child care field in California to help you draft legislation. There are many qualified people who could make the contributions needed to ensure success. I might give you some challenges for your legislation:

1. Define child care. What quality do we want?
2. How can federal agencies and other government monies be coordinated with child care? I.e., C.E.T.A. funds for unemployment; A.F.D.C. mothers qualified for job training should be able to have child care and C.E.T.A. job slots should be provided to the day care center for same.
3. C.D.B. grants should be able to be used to construct or rehabilitate day care centers.
4. H.U.D. housing monies should be available for use in day care centers.
5. Emphasis on education for strengthening the family (parent education component is a must).
6. Involvement of local elected officials in the development of new programs.
7. Consolidation of children's programs to assure more effective planning and coordination at the local level and maximum benefits to children.

Again, I appreciate the opportunity of appearing before you today.

Senator CRANSTON. Who is next?

STATEMENT OF VIVIAN WEINSTEIN, CHAIRPERSON, GOVERNOR'S ADVISORY COMMITTEE ON CHILD DEVELOPMENT PROGRAMS, LOS ANGELES

Ms. WEINSTEIN. Vivian Weinstein. I am an assistant professor of pediatricts at a hospital and chairperson of the Governor's advisory committee on child development programs.

When I hear the phase "cost effectiveness" applied to child care service, I really shudder because in this context, "cost effectiveness" has only one meaning, and that's cheap. Cheap applied to the needs of young children generally results in—and this is my answer to Senator Hayakawa—much higher costs later on—unemployment and crime and untold cost in human misery and the waste of human potential. However, it does give us hope when some of the lawmakers in our land begin to see just beyond the next election and begin to be concerned with social conditions and changes that must result in long-range solutions to new problems affecting the family and the needs of children.

First, women, in the great majority, will not be fulfilled by the mothering role alone. Also, to meet the effects of inflation, two incomes seem to be necessary to meet the economic needs of families. The increase in single-parent families continues. It is apparent, therefore, that women are working and will continue to work in increasingly large numbers.

Second, American families are undergoing fundamental changes in their styles and organization and require new supports in their child-rearing function.

Fortunately, we have statistics to go back to, because these changes in the role of a family are not new. The development of the public schools in the United States 150 years ago might very well reassure us. Prior to the advent of universal public education, families had the dual responsibilities of socializing their children and educating their children. With the advance of technology, greater educational skills were required than could be provided by most families, and public education was established. However, families have continued to fulfill their central function in society, although many of the same arguments against universal child care were used against the establishment of the public school system.

Farsighted public leaders must recognize that it is precisely to maintain and support the American family that additional services for children are needed. A commitment to universal child care is a commitment to the American family.

Of course, there are some areas where economies can be affected.

The field of child care suffers, as do many social programs, from increased cost because of lack of appropriate coordination, duplication of services, bureaucratic constipation, and lack of long-range planning.

If there is a real commitment to cost-effectiveness, this is the place to start. In California, the administrative cost of child care is increased because the single State agency issue is still unresolved. It is hard to estimate how much money is wasted in the bureaucratic transfers of money from the welfare department to education and then again a substantial amount back to welfare. It would be interesting to know how many more California children could be served if the Federal money would go directly to the State department of education. In many instances, money could be saved, services would be more effective, if States were allowed to develop child care approaches viable for their own States rather than federally mandated.

We have discovered in the new State alternative child care programs that money can be saved by coordinating child care services with other Federal, State, and local programs. Manpower or CETA programs are the best example. However, often this coordination is not possible because of some Federal or State regulation. Eliminating these regulations and facilitating all kinds of cooperative efforts could be very cost effective.

But this is not generally the direction that cost-effectiveness has gone. Where programs provide care for children at a lower cost, it is always done by the exploitation of the women who care for the children. Approximately 80 percent of child care cost is for staff, and the personnel costs are the only budgeted items that can be easily manipulated. Rent and supplies costs are generally fixed. Reducing cost is done in two ways—both harmful to children. In some cases, although few, in answer to Senator Hayakawa, a child-adult ratio is bootlegged, and fewer adults are available than needed. This is especially critical with infants and toddlers under 2.

But the greater and most inhuman aspect of child care services is the salaries paid to child care workers. The largest amount of child care in the State is provided by in-home babysitters and licensed and unlicensed day care mothers. In practically none of these do the providers even earn the minimum wage of $2.50 an hour. This represents the greatest exploitation of services in any field in the country at this time.

In child care centers, both proprietary and many funded programs, the minimum wage represents the salary for the majority of the staff. Many of the staff people are well trained, well educated with A.A. and B.A. degrees. Almost all of them are women. This represents the true disgrace of child care. Until we make a commitment to the future by taking proper care of our children and by valuing those who do the caring and the nurturing, the future not only of the American family is in doubt but the very future of our Nation itself. We cannot buy care for our children by the unconscionable exploitation of their care givers.

Senator CRANSTON. Thank you very much.

I do want to say one thing about cost-effectiveness and what we are seeking on that. I recognize all the points you make are very valid, with one exception, I think. They are very valid in terms of inadequate money available for child care, but cost-effectiveness also must mean where will we be able to use the dollars most effectively. Are we spending some money on programs to care for children that do no good at all, where the children are improperly cared for and may be hurt. That's cost ineffective. Cost effective is where the money is used in ways that produces good results, and we need guidance on that point.

[The prepared statement and additional material submitted by Ms. Weinstein follow:]

December 7, 1977

Testimony: Subcommittee on Child and Human Development-
December 12, 1977

Vivian Weinstein
Assistant Professor
Department of Pediatrics
King/Drew Medical Center
Chairperson-Governors Advisory
Committee on Child Development Programs

Honorable Senators
Child Care Advocates

When I hear the phrase "Cost Effective" applied to Child Care Services, I shudder because in this context, "Cost Effective" has only one meaning CHEAP. Cheap applied to the needs of young children generally results in much higher costs later on-unemployment and crime and untold cost in human misery and the waste of human potential. However, it gives us hope when some of the law makers of our land begin to see beyond just the next election and begin to be concerned with social conditions and changes that must result in long range solutions to new problems affecting the family and the needs of children.

First: Women, in the great majority, will not be fulfilled by the mothering role alone. Also, to meet the effects of inflation two incomes are necessary to meet the economic needs of families. The increase in single parent families continues. It is apparent, therefore, that women are working and will continue to work in increasingly large numbers.

Secondly-American families are undergoing fundamental changes in their styles and organization and require new supports in their child rearing function.

Changes in the role of the family is not new. The development of the public schools in the United States 150 years ago might very well reassure us. Prior to the advent of universal public education, families had the dual responsibility of socilizing their children and educating their children. With the advance of technology greater educational skills were required than could be provided by most families, and public education was established. However, families have continued to fulfill their central function in society. Many of the same arguments against universal child care were used against the establishment of the public school system.

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Of course, there are some areas where economies can be affected.

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If there is a real committment to cost effectiveness, this is the place to start. In California the administrative cost of child care is increased because the single state agency issue is still unresolved. It is hard to estimate how much money is wasted in the bureaucratic transfers of money from Welfare to Education and then again a substantial amount back to Welfare. It would be interesting to know how many more California children could be served if the Federal money would go directly to Education. In many instances money could be saved -- services would be more effective -- if States were allowed to develop child care approaches viable for their own states' needs rather than federally mandated.

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CHARLES R.
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February 22, 1978

Subcommittee on Child and Human
  Development
4230 Dirksen Senate Office Building
Washington, D.C.   20510

ATTN: Lyn Chambers

Dear Ms. Chambers:

I appreciate Senator Alan Cranston's letter and I am pleased that I was able to participate in the hearings. There are no corrections necessary in my testimony.

In response to your questions, let me first say that we have already sent our promised letter to Senator Cranston's Office. Just in case you did not receive it, I am enclosing a copy.

As far as AB 3059 programs are concerned, again, it may be difficult to prove; but I believe that there are four main reasons that the programs appear less costly:

(1) Certain services have simply been eliminated - these include health services, social services, parent education, etc. If one views child care in a very limited fashion, this represents no problem. If one views child care as a support service to families then these lacks are very serious.

(2) The programs have been able to utilize other services. For non-profit agencies CETA has been a blessing. In some areas HUD and other types of in-kind assistance have been made available. By not including the costs of these in-kind services, one does not get an accurate picture of the true cost of the care.

(3) In the care for children in day care homes and care in the childs' own home, below the minimum hourly wage is the reason services are sometimes cheaper. This practice is already under attack and very soon, it appears to me, this issue of wages and benefits will have to be resolved. It will have a critical impact on cost.

Page 2
2/22/78

(4) The last reason, of course, has to do with child-adult ratio. In California, we now have three (3) different standards: a) FIDCR; b) Title V, State Department of Education; c) State Department of Health Licensing. The latter provides a 1 to 12 ratio for children over two. Obviously, the cost here is considerably less than 1 to 5. I am not going to comment on this. The National FIDCR study will be making these recommendations.

I am also enclosing a copy of the Governor's Advisory Committee on vouchers just issued. It may be useful. If I can be of any additional help, please feel free to call upon me.

Sincerely yours,

Vivian Weinste

Vivian Weinstein
Assistant Professor of Pediatrics
Chairperson, Governor Brown's Advisory
Co-mittee on Child Development Programs

VW:dl

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Department of Pediatrics
Office of the Chairman

February 3, 1978

Senator Alan Cranston
Room 229 Senate Office Building
Washington, D.C. 20510

Honorable Senator:

We were pleased to be asked to participate in the Los Angeles hearings on child care on December 12, 1977, and hope that the proceedings were useful to both you and Senator Hayakawa.

You requested that we send you some specific examples of how regulations from one agency or department interfere with maximum utilization of resources and, therefore, increase cost. We would like to share a few of such problems with you.

1. The question of single agency status for the State Department of Education in California is critical. The current situation is not only inefficient but costly. As long as the State Department of Health is held responsible for child care by the Federal Government, they are required to duplicate aspects of service, e.g., evaluation, etc. It may be impossible to document the exact amount of money wasted, but waste it is.

2. The variety of standards and licensing now required again duplicate services and is very costly. Licensing, including child-adult ratio, should be established by each state. There should only be one agency responsible for establishing regulations and enforcing regulations. Perhaps, the Federal Government could require that in order to receive federal money every state must have one licensing procedure for all child care centers and/or family day care, and other child care services such as Income Disregard. This might be a greater contribution to the quality of child care than attempting to set up federal standards.

3. Many child care programs require or desire health services for their children. Examination of the Child Health and Disability Prevention Program regulations are urgent in this regard. It may be possible for some aspects of the health services to be delivered through the CHDP. It might require some slight modification of procedures and some flexibility in approach. If it

could be worked out it would be cost saving for child care and also assist CHDP to fulfill its objectives.

4. Then there are a number of specific examples of rigidity that affect services adversely. In Escondido there were 10 CETA eligible women but in order to participate in training required child care. In the area was a state funded child care center licensed to accommodate more children, but no budget for additional staff. The local manpower training office had money for a staff position in child care but was unable to place this child care worker in a center funded by State Department of Education. Therefore, the center could not expand service and the women could not be hired in the CETA training program. This is not an isolated instance. All programs that provide child care (CETA, WIN, Income Disregard) need to be able to cooperate with the main resources for service and should be able to cut across departmental lines.

5. There should be mechanisms set up and required for institutional cooperation for children requiring specialized services. This includes PL 94-142 and child abuse.

6. Department of Agriculture has its own regulations for eligibility of children in order to provide food for child care centers. This requires that every child care center utilizing these funds must establish the child's eligibility twice, maintain two sets of records, and allow double staff time for this work. It would seem that the eligibility records established for a child's entrance into the program should be able to be utilized by the Department of Agriculture.

I am certain that careful examination will reveal many areas where cost of services can be cut by greater cooperative efforts which, unfortunately, may have to be legislated.

Sincerely yours,

Vivian Weinste

Vivian Weinstein
Assistant Professor of Pediatrics
Chairperson, Governor Brown's Advisory
Committee on Child Development Programs

Loraine Boyce

Loraine Boyce
Member, Escondido City Council
Member, Governor Brown's
Advisory Committee on Child Development Programs

VW:ip

Senator CRANSTON. Ms. Bissell, you may proceed.

STATEMENT OF JOAN BISSELL, OFFICE OF THE LEGISLATIVE ANALYST, CALIFORNIA STATE LEGISLATURE, SACRAMENTO

Ms. BISSELL. I'm Joan Bissell from the Office of the Legislative Analyst, California State Legislature.

We are in the position of being required to represent to the legislature answers to precisely that question: How can we provide quality and effective care with limited resources?

I will go very quickly over my testimony and attempt to make some suggestions to you.

The first thing I think you should recognize is that with California, as well as nationally, there are really two primary child care delivery systems. One is the one that I think we are focusing our attention on, and that's the title XX delivery system, which in California has an educational emphasis as well as a welfare emphasis. It is extremely important to recognize that at least as many, probably more children, are served through direct welfare payments; that is, payments through welfare grants that AFDC recipients get. In California, 60,000 to 80,000 children are served through that system. Our legislature is very concerned to start getting some statistical and evaluative information on that component of the system. In California we spend about $210 million annually on subsidized child care, and $140 million goes to serve 65,000 children in the educational system we are talking about now. We would suggest that it is enormously important that the Federal Government start to look at this other system which is, in effect, a parent voucher system, and try to determine what parents are getting when they, themselves, are, in fact, the quality regulators.

A principal thing that we have done in the State of California to try to enhance the cost-effectiveness of child care is what is referred to as the State buyout. We found that one of the principal obstacles to serving maximum numbers of children with limited resources is the Federal Interagency Day Care Requirements. Those requirements have very restrictive staff-child ratios. Based on not only an extensive review of the literature but also interviews with field providers, we found that many of them felt they could provide quality care with ratios that were somewhat less restrictive than the Federal ones. In fact, it was estimated that we could increase the number of children served by 20 percent within ratios that can be established under State guidelines. So instead of using Federal funds for about 50 percent of our child care, we are now using our own State dollars.

If you look at page 5 of our testimony, you will see the new ratios that we have established so that we can serve more children. We are going to attempt a very systematic evaluation of these new ratios to see whether, in fact, we have been able to provide quality care and to determine what the impact has been on the operating agency.

As you know, the Federal Government is now undertaking a review of the Federal Interagency Day Care Requirements. We would suggest that any new legislation should probably allow the States to establish their own standards so that programs can be implemented which meet State needs.

293

A third important area that we have looked into relates to staffing, and that is the issue of how to maximize differentiated staffing. This is a system in which one has a range of personnel, some having more academic credentials, some having field-based training, paraprofessionals, et cetera, volunteers in child care programs.

At the Federal level there is something called CDA, the Child Development Associate, which was started as part of the Federal Head Start programs. It's intended to provide field-based training for those who come from low-income communities and so forth, although another principal intent is to insure quality programs in general by having a training requirement.

If one expanded the use of an approach like this, we believe that we could provide more care, and not only provide more care, provide opportunities for employment among many individuals who are now serving in these roles as volunteers and so forth. One of the things that the State legislature required is that the commission for teacher preparation and licensing develop procedures for recognizing the CDA within California's credentialing system. This has very important implications for Federal legislation. Any legislation should consider ways that incentives can be established to insure that a wide range of individuals are provided with employment opportunities.

A third area we have looked into is the linkage between child care programs and college training programs. We found that a very cost-effective approach to training the professional is use of the community facilities. An important issue that has to be considered again is what kind of incentives can be established so that a community facility can be a primary training site. This has significant advantages to the child care facility. It can lead to program improvement. It can lead to staff development. It can lead to reduced personnel costs as student trainees assist in meeting the adult-child ratio requirement.

The last issue that I will mention briefly is our alternative child care program in the State which is also being evaluated systematically. In this program, we are looking at voucher systems which give parents choices. We are looking at family day care homes. We are looking at information and referral systems. Each one of these is going to be explored to see what their potential is for inclusion in the California system generally. The extent to which this $12 million annual experiment will have any impact on California's system will depend largely on whether new Federal legislation leaves any opportunities for the States to determine their own programs, priorities, and standards.

Senator CRANSTON. Thank you very much.

[The prepared statement of Ms. Bissell follows:]

OFFICE OF LEGISLATIVE ANALYST
CALIFORNIA STATE LEGISLATURE

COST-EFFECTIVENESS OF PUBLICLY SUBSIDIZED CHILD CARE

STATEMENT TO THE SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT
COMMITTEE ON HUMAN RESOURCES, UNITED STATES SENATE
LOS ANGELES, DECEMBER 12, 1977

MR. CHAIRMAN AND MEMBERS OF THE COMMITTEE:

YOU HAVE ASKED THAT WE TESTIFY TODAY ON ISSUES RELATED TO THE COST-EFFECTIVENESS OF PUBLICLY SUBSIDIZED CHILD CARE. WE WILL PRESENT A BRIEF OVERVIEW OF SUBSIDIZED CHILD CARE IN THE STATE, DISCUSS CALIFORNIA'S RECENT ACTIVITIES TO PROMOTE COST-EFFECTIVE DELIVERY OF CHILD CARE SERVICES, AND SUMMARIZE POTENTIAL NEXT STEPS IN RELATION TO STATE ACTIVITIES IN THIS AREA.

I. OVERVIEW OF SUBSIDIZED CHILD CARE IN CALIFORNIA

PUBLICLY SUBSIDIZED CHILD CARE IN CALIFORNIA IS PROVIDED THROUGH TWO DISTINCT SYSTEMS. ONE CONSISTS OF CHILD CARE INTENDED BOTH TO PROMOTE ECONOMIC SELF-SUFFICIENCY OF FAMILIES AND EDUCATIONAL DEVELOPMENT OF CHILDREN. THIS SYSTEM OF CHILD CARE, ADMINISTERED AT THE STATE LEVEL BY THE DEPARTMENT OF EDUCATION, IS SUPPORTED IN 1977-78 THROUGH $33.5 MILLION OF FEDERAL FUNDING,[1] $71.5 MILLION OF STATE FUNDING, AND additional local funding of over $35 million, for a total of more than $140 million. It is estimated that somewhat over 65,000 children will be served through this system during the present year. The vast majority of child care (i.e., over 90 percent) under this system is center-based; it is provided by school districts and by a range of other public and private agencies. A remaining small portion is provided through family day care homes or in-home care by paid sitters.

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[1] FEDERAL FUNDING IS THROUGH TITLE XX OF THE SOCIAL SECURITY ACT.

The second system is child care supported as an Aid to Families with Dependent Children (AFDC) work-related welfare expense and is intended to reduce economic dependency. It is administered at the local level through county welfare departments and is funded at the state level through the Department of Benefit Payments. Total federal,[1] state and local expenditures for this system of child care are estimated to be over $70 million annually. Within this category, care is provided to between 60,000 and 80,000 children of AFDC recipients. An additional component of welfare-related child care is provided to approximately 5,000 children of parents in job training under the Work Incentive Program (WIN) at an estimated cost of approximately $5 million in 1977-78.

In California (as nationally), there is presently little statistical or evaluative data about work-related child care paid for directly through welfare grants to parents. Last year, the California Legislature established

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[1] Federal funding is through Title IV-A of the Social Security Act.

A REQUIREMENT FOR ANNUAL REPORTING OF STATISTICAL INFORMATION ON BOTH AFDC WELFARE-GRANT CHILD CARE AND WIN CHILD CARE IN ORDER TO BETTER UNDERSTAND THE NATURE OF THESE SERVICES. SUCH INFORMATION WAS ALREADY REQUIRED CONCERNING PROGRAMS DELIVERED AT THE STATE LEVEL BY THE DEPARTMENT OF EDUCATION.

II. COST-EFFECTIVE DELIVERY OF SUBSIDIZED CHILD CARE

RECENT STATE EFFORTS TO IMPROVE THE COST-EFFECTIVENESS OF CHILD CARE HAVE FOCUSSED ON PROGRAMS OPERATED THROUGH THE EDUCATIONAL SYSTEM, WHICH HISTORICALLY HAVE BEEN SUPPORTED JOINTLY THROUGH TITLE XX OF THE SOCIAL SECURITY ACT AND MATCHING STATE FUNDS. EFFORTS TO INCREASE THE EFFICIENCY OF CHILD CARE WHILE MAINTAINING PROGRAM QUALITY HAVE BEEN PROMPTED BY (A) REPORTS OF AN UNMET NEED FOR SUBSIDIZED CARE IN CALIFORNIA AND (B) CONCERNS ABOUT RELATIVELY HIGH PER CAPITA COSTS LIMITING THE NUMBER OF CHILDREN WHO CAN BE SERVED WITHIN AVAILABLE RESOURCES.

A. REPLACEMENT OF FEDERAL FUNDS WITH STATE FUNDS AND ADOPTION OF STATE PROGRAM STANDARDS

IN 1976-77 THE LEGISLATURE SUBSTITUTED $15 MILLION OF STATE GENERAL FUNDS FOR FEDERAL TITLE XX FUNDS ALLOCATED TO CHILD CARE THROUGH A SHIFTING OF SOCIAL SERVICE DOLLARS. COMMONLY REFERRED TO AS THE "BUY-OUT", THIS FUNDING SUBSTITUTION WAS INTENDED TO SERVE MORE CHILDREN BY ENABLING CHILD CARE PROGRAMS TO OPERATE UNDER LESS RESTRICTIVE ADULT/CHILD RATIOS

THAN THOSE SPECIFIED BY THE FEDERAL INTERAGENCY DAY CARE REQUIREMENTS (FIDCR). A PRIMARY RATIONALE FOR THIS CHANGE WAS THAT CHILD CARE STUDIES HAVE FOUND THAT A WIDE RANGE OF ADULT/CHILD RATIOS ARE ASSOCIATED WITH QUALITY CARE.[1,2] THE CURRENT FIDCR RATIOS FOR CENTER-BASED PROGRAMS SERVING THE PREPONDERANCE OF CHILDREN -- THOSE BETWEEN THE AGES OF THREE AND SIX -- APPEAR TO BE HIGHER THAN NECESSARY TO MAINTAIN QUALITY PROGRAMS.[3,4]

ADULT/CHILD RATIOS FOR CENTER-BASED PROGRAMS UNDER THE CURRENT FIDCR ARE COMPARED IN TABLE 1 TO THOSE ADOPTED BY CALIFORNIA FOR STATE-FUNDED PROGRAMS UNDER THE "BUY-OUT".

TO ENSURE THAT NO DISPLACEMENT OF STAFF WOULD OCCUR AS A RESULT OF THE "BUY-OUT", THE LEGISLATURE SPECIFIED THAT THE NEW PROVISIONS WERE TO APPLY ONLY TO THOSE CHILD CARE AGENCIES HAVING THE PHYSICAL CAPACITY TO ACCOMODATE ADDITIONAL CHILDREN IN ORDER TO IMPLEMENT THE NEW RATIOS.

1. FITZSIMMONS, S.J., ROWE, M.P. ET AL., A STUDY IN CHILD CARE, 1970-71, CAMBRIDGE, MASS.: ABT ASSOCIATES, 1971.
2. WARNER, D. AND RUOPP, R., PUBLICLY FUNDED DAY CARE IN MARYLAND, CAMBRIDGE, MASS.: ABT ASSOCIATES, 1974.
3. MEYER, W.J., STAFFING CHARACTERISTICS AND CHILD OUTCOMES, WASHINGTON D.C.: DEPARTMENT OF HEALTH, EDUCATION AND WELFARE, 1977.
4. OYEMADE, U.J., THE RELATIONSHIP OF STAFFING CHARACTERISTICS TO CHILD OUTCOMES IN DAY CARE, WASHINGTON, D.C.: DEPARTMENT OF HEALTH, EDUCATION AND WELFARE, 1977.

Table 1

MINIMUM ADULT/CHILD RATIOS FOR SUBSIDIZED CHILD CARE CENTERS

CURRENT FEDERAL RATIOS		STATE RATIOS	
Federal Interagency Day Care Requirements		California Administrative Code, Title 5[a]	
Age Group	Adult/ Child	Age Group	Adult/ Child
Under 3 yrs. of age[b]	1:4	Under 2 yrs. 9 mos. of age	1:4
3 to 4 yrs. of age	1:5	2 yrs. 9 mos. to 4 yrs. 9 mos.	1:7
4 to 6 yrs of age	1:7	Kinder-garten children	1:8
6 thru 10 yrs.	1:15	School-age children in grades 1-4	1:15
10 thru 14 yrs.	1:20	School-age children in grades 5-10	1:20

a. In instructions to operating agencies, the Department of Education has also indicated that adult/child ratios should generally be not more than (a) 1:6 for the 2 years, 9 months to 4 years, 9 months age range, (b) 1:12 for grades 1 to 4, and (c) 1:15 for grades 5 to 10.

b. For children under 6 weeks of age, the adult child ratio is 1:1.

It is not presently known whether the new ratios have had any effect on the number of children served through subsidized centers. The State Department of Education originally estimated that although the "buy-out" was only partial (i.e., state funds were available to support only about one-half the programs), over 8,000 additional children could potentially be accomodated under the less restrictive state ratios. However, the extent to which operating agencies have implemented the new ratios has not yet been determined.

The feedback we have received from child care providers about the impact of the new ratios on program operations has been mixed. On the positive side, some agencies that have little or no sources of financial support beyond state and federal funding have indicated that the new ratios allow them to operate within existing resources, whereas the FIDCR ratios made this difficult. The fact that (a) personnel costs account for approximately 85 percent of total costs in the average publicly subsidized center[1] and (b) maximum reimbursement rates for subsidized care in some cases do not cover actual costs (despite the fact that these rates are relatively high)[2] explains the importance the new ratios can have for such programs.

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[1] Current Issues in Publicly Subsidized Child Care, Sacramento, Ca.: Legislative Analyst, 1975.

[2] The rates are $1.28 per hour for children aged two and over and $1.53 per hour for children under age two.

On the negative side, some agencies have complained that complete state funding has excluded them from participation in other Title XX services. Of particular concern has been the unavailability to these programs of staff training grants provided through Title XX.

One important issue which has emerged in the implementation of the new ratios by local agencies concerns the interaction between adult/child ratios and group size. Some agencies have reported that ratios which are able to sustain quality care for relatively small groups of children (e.g., 15 children) may not be appropriate for programs having larger groupings of children (e.g., 30 children).

We believe a comprehensive evaluation of the impact of the new ratios on program quality and numbers of children served is warranted, and intend to recommend this to the Legislature. Such a study should provide a unique opportunity for comparing the merits of the FIDCR versus alternative staffing requirements because, unlike the usual pattern in which variations in adult/child ratios are systematically associated with differences in populations served (e.g., low-income versus middle-income), under the "buy-out" the two sets of ratios have been implemented in centers serving the same overall target population -- children eligible for subsidized child care in the state.

B. RECOGNITION OF THE FEDERAL CHILD DEVELOPMENT ASSOCIATE CREDENTIAL

A SECOND EFFORT TO IMPROVE COST-EFFECTIVENESS HAS BEEN TO FOSTER MAXIMUM USE OF DIFFERENTIATED STAFFING WITHIN CHILD CARE PROGRAMS. DIFFERENTIATED STAFFING IS AN EFFICIENT PROCEDURE UNDER WHICH THE TEACHING FUNCTION IS PERFORMED BY A WIDE RANGE OF PERSONNEL, INCLUDING INSTRUCTIONAL STAFF WHO HAVE VARYING LEVELS OF PREPARATION, STUDENT TEACHERS, VOLUNTEERS, AND SO FORTH. AS PART OF THIS EFFORT, STEPS HAVE BEEN INITIATED TO RECOGNIZE THE FEDERAL CHILD DEVELOPMENT ASSOCIATE (CDA) WITHIN CALIFORNIA'S CREDENTIALLING SYSTEM FOR TEACHERS IN SUBSIDIZED CENTERS.

THE CDA WAS INSTITUTED A FEW YEARS AGO BY THE OFFICE OF CHILD DEVELOPMENT, DEPARTMENT OF HEALTH, EDUCATION AND WELFARE, AS A FIELD-BASED TRAINING AND CREDENTIALLING PROCEDURE FOR WORKERS IN THE HEAD START PROGRAM. IT IS DESIGNED TO (A) PROVIDE TRAINING TO CLASSROOM STAFF, THEREBY IMPROVING THE QUALITY OF PRESCHOOL PROGRAMS AND (B) CERTIFY TRAINED INDIVIDUALS AS HAVING DEMONSTRATED COMPETENCE IN WORKING WITH CHILDREN WITHOUT REQUIRING LENGTHY ACADEMIC PREPARATION.[1,2] CERTIFIED INDIVIDUALS ARE CONSIDERED

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1. THE CDA PROGRAM: THE CHILD DEVELOPMENT ASSOCIATE, A GUIDE FOR TRAINING, WASHINGTON, D.C.: DEPARTMENT OF HEALTH, EDUCATION AND WELFARE, OFFICE OF CHILD DEVELOPMENT, 1973.
2. KLEIN, J.W., "CDA - THE CHILD DEVELOPMENT ASSOCIATE", CHILDHOOD EDUCATION, MARCH, 1973.

QUALIFIED TO TEACH IN THE FEDERAL HEAD START PROGRAM IN SITUATIONS ALLOWING CLOSE CONTACT WITH MORE HIGHLY TRAINED STAFF. HOWEVER, THEY ARE NOT AUTOMATICALLY RECOGNIZED THROUGHOUT THE NATION AS CREDENTIALLED TEACHERS FOR OTHER PRESCHOOL OR CHILD CARE PROGRAMS.

THE CALIFORNIA LEGISLATURE LAST YEAR DIRECTED THE STATE'S COMMISSION FOR TEACHER PREPARATION AND LICENSING (CTPL) TO DEVELOP PROCEDURES FOR INCORPORATING THE CDA AND OTHER FIELD-BASED TRAINING WITHIN THE CREDENTIALLING SYSTEM FOR SUBSIDIZED PRESCHOOL AND CHILD CARE PROGRAMS IN THE STATE GENERALLY.

THE CTPL IS CURRENTLY EXAMINING THESE TRAINING APPROACHES AND WAYS TO INCLUDE THEM IN CALIFORNIA'S CREDENTIALLING SYSTEM. THE SIGNIFICANCE OF THIS ACTIVITY IS UNDERSCORED BY TWO FACTORS. FIRST, PRIOR TO THIS INITIATIVE, CREDENTIALLING IN CALIFORNIA HAS REQUIRED CONSIDERABLE FORMAL ACADEMIC COURSEWORK[1] DESPITE THE ABSENCE OF A DEMONSTRATED RELATIONSHIP BETWEEN EXTENSIVE EDUCATIONAL QUALIFICATIONS OF STAFF AND EITHER QUALITY OR EFFECTIVENESS OF CHILD CARE PROGRAMS.[2-5]

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1. THIS REFERS TO REQUIREMENTS FOR TEACHERS IN SUBSIDIZED CENTERS AND NOT FOR TEACHERS IN PRIVATE, NONSUBSIDIZED PROGRAMS.
2. FITZSIMMONS, S.J., ROWE, M. P., ET. AL., OP. CIT.
3. WARNER, D. AND RUOPP, R., OP. CIT.
4. MEYER, W.J., OP. CIT.
5. OYEMADE, U.J., OP. CIT.

Second, the review of staff training has gone beyond an analysis of entry level preparation and has addressed issues concerning appropriate child development training generally. For example, one issue relates to the displacing or "bumping" of individuals trained in child development by elementary or secondary teachers in school districts facing declining enrollments. Placement by school districts of credentialled teachers in subsidized child care programs has occured in some parts of the state and has led to concerns about both (a) the substantial program costs which have resulted and (b) the fact that such teachers may not be adequately prepared for instructional positions in child care programs which principally serve preschool children. Although no solutions for dealing with these issues have yet been adopted, a number of alternatives have been proposed.

C. Use of Community Child Care Facilities as College Child Development Training Sites

The third subject you asked us to discuss is the interface between community child care facilities and college child development training programs. An issue of particular importance is the relative merit of using community facilities versus campus laboratories as primary field sites for college training programs.

A RECENT ANALYSIS WE CONDUCTED OF THE ISSUE CONCLUDED THAT THERE ARE SIGNIFICANT BENEFITS TO MAXIMIZING THE USE OF COMMUNITY FACILITIES AS TRAINING SITES.[1] THESE INCLUDE (A) OPPORTUNITIES FOR STUDENTS TO RECEIVE HIGHLY RELEVANT OCCUPATIONAL TRAINING, (B) THE RANGE OF EXPERIENCES WHICH CAN BE MADE AVAILABLE IN VARIOUS COMMUNITY SETTINGS, (C) RESULTANT STUDENT CONTACTS WITH POTENTIAL EMPLOYERS AND JOB OPENINGS, AND (D) STAFF DEVELOPMENT AND PROGRAM IMPROVEMENT IN COMMUNITY PROGRAMS WHICH OFTEN RESULT FROM THEIR USE AS TRAINING SITES. THIS APPROACH CAN ALSO LEAD TO REDUCED PERSONNEL COSTS FOR COMMUNITY PROGRAMS BECAUSE STUDENT TRAINEES CAN ASSIST IN MEETING REQUIRED ADULT/CHILD RATIOS.[2]

OUR ANALYSIS ALSO FOUND THAT THE TOTAL EXPENSES OF DEVELOPING AND EQUIPPING MODEL LABORATORY PROGRAMS ON CAMPUSES ADD SIGNIFICANTLY TO THE COSTS OF COLLEGE TRAINING PROGRAMS. IN CONTRAST, USE OF COMMUNITY CHILD CARE FACILITIES GENERALLY ENTAILS NO ADDED COSTS TO TRAINING PROGRAMS. THIS IS BECAUSE PROVIDERS TYPICALLY ARE WILLING TO SERVE AS FIELD SITES WITHOUT REIMBURSEMENT AS A RESULT OF THE BENEFITS THEY RECEIVE FROM HAVING STUDENT TRAINEES.

COMMUNITY CHILD CARE FACILITIES ALREADY SERVE AS PRIMARY FIELD SITES IN SOME COLLEGE TRAINING PROGRAMS IN CALIFORNIA AS ELSEWHERE. WE BELIEVE THIS APPROACH SHOULD BE EXPANDED IN ADDRESSING THE NEEDS OF ADDITIONAL COLLEGES FOR TRAINING SITES.

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1. CHILD DEVELOPMENT TRAINING PROGRAMS IN CALIFORNIA'S COMMUNITY COLLEGES, SACRAMENTO, CA.: LEGISLATIVE ANALYST, 1977.
2. IT IS IMPORTANT TO NOTE, HOWEVER, THAT FOR VARIOUS REASONS PROGRAMS FREQUENTLY SUPPLEMENT RATHER THAN MEET STAFFING REQUIREMENTS WITH STUDENT TRAINEES.

D. OTHER STATE ACTIVITIES

A FINAL IMPORTANT STATE EFFORT TO PROMOTE COST-EFFECTIVE DELIVERY OF CHILD CARE SERVICES IS THE "ALTERNATIVE CHILD CARE PROGRAM" INITIATED IN 1976. THIS PROGRAM IS INTENDED TO EXPERIMENT WITH A VARIETY OF APPROACHES FOR PROVIDING CHILD CARE AT LESS COST THAN THE STATE'S TRADITIONAL SUBSIDIZED CENTERS. THE OBJECTIVES OF THE PROGRAM INCLUDE:

1. TESTING POTENTIAL COST-REDUCING FEATURES AND DELIVERY METHODS ON A TRIAL BASIS IN CHILD CARE PROGRAMS; AND
2. ENSURING THAT A BROAD RANGE OF SERVICES IS AVAILABLE TO MAXIMIZE THE OPPORTUNITY FOR PARENTAL CHOICE.

AMONG THE PRINCIPAL ARRANGEMENTS BEING EXPLORED UNDER THIS EXPERIMENTAL PROGRAM ARE (A) VOUCHERS GIVING SUBSIDIES TO PARENTS FOR USE IN ANY LICENSED PUBLIC OR PRIVATE CHILD CARE FACILITY AND (B) FAMILY DAY CARE HOMES.

THE LEGISLATURE HAS REQUIRED SYSTEMATIC EVALUATION OF THESE "ALTERNATIVE" CHILD CARE PROGRAMS. FINDINGS SHOULD ASSIST POLICYMAKERS IN DETERMINING THE IMPLICATIONS OF THE PROGRAMS FOR SUBSIDIZED CHILD CARE IN CALIFORNIA GENERALLY.

III. POTENTIAL NEXT STEPS

AT THIS POINT, AN IMPORTANT NEED RELATED TO COST-EFFECTIVE DELIVERY OF SUBSIDIZED CHILD CARE IN CALIFORNIA IS TO SYNTHESIZE THE KNOWLEDGE DERIVED FROM THE EFFORTS DESCRIBED ABOVE. THE MERITS OF VARIOUS ALTERNATIVES MUST BE COMPARED AND THEIR POTENTIAL FOR STATEWIDE IMPLEMENTATION DETERMINED.

A FACTOR WHICH WILL INFLUENCE THE STATE'S FUTURE POLICIES IS THE OUTCOME OF THE PRESENT FEDERAL REVIEW OF THE FIDCR. IF FEDERAL REQUIREMENTS ARE MODIFIED AND THE DETERMINATION OF PROGRAM STANDARDS IS LEFT LARGELY TO INDIVIDUAL STATES, CALIFORNIA COULD INCORPORATE SUCCESSFUL FEATURES OF EXPERIMENTAL EFFORTS THROUGHOUT THE SUBSIDIZED CHILD CARE SYSTEM. IN THE ABSENCE OF CHANGES AT THE FEDERAL LEVEL, THE QUESTION OF HOW BEST TO MEET CALIFORNIA'S NEEDS WITHIN HIGHLY SPECIFIC FEDERAL GUIDELINES WILL CONTINUE TO POSE COMPLEX QUESTIONS FOR THE STATE.

Senator CRANSTON. Mr. Rodenborn, you may proceed.

STATEMENT OF DAVID RODENBORN, PRESIDENT, PRIVATE NURSERY SCHOOL ASSOCIATION OF CALIFORNIA, CAMPBELL

Mr. RODENBORN. My name is David Rodenborn. I am president of the Private Nursery School Association of California and administrator of Rainbow Montessori Day Care Centers and father of four children. I would like to thank the subcommittee for inviting me here today to testify.

In my testimony I hope to raise questions more than answer them because I believe that the subject we are discussing is too complex and involved to cover in a hearing of this type. The major reason for this is the diversity of existing child-related programs and the needs of the population as a whole. To name some of these programs and needs, they are: the Head Start program, State Children's Centers, child abuse programs, adoption assistance programs, migrant worker child care, campus child care, school-age parenting and infant development programs, programs for the physically and mentally disadvantaged, infant care, extended day care, pilot and investigative programs, the needs of single parents, and last, but far from least, the needs of working parents who must both be absent from the home in order to maintain their standard of living in the face of ever-increasing inflation.

It is the intent of these hearings to seek comment to be used in the development of comprehensive child care legislation. From a practical standpoint, the Federal Government cannot sponsor or even consider the expansion of child care and development programs without first redefining the needs for such programs and the goals to be attained by such an undertaking. Once the whole spectrum of needs is assessed and the individual goals for each program are set, priorities must be assigned based upon the availability of funds and the critical nature of each individual program. Only when this is accomplished will it be possible to assess the cost-effectiveness of each individual program.

How can we measure the "cost effectiveness" of child care and development programs? Some of the factors to be considered are: level of quality, number of children to be served, fulfillment of priorities and the ability to be responsive to needs. When one becomes involved in the area of child care and development, it becomes immediately obvious that the range of required services is infinite and, as in every other human endeavor, everyone's priority is No. 1. Since there is such a variety of needs, we must be sure that we use the proper measuring stick for determining the cost-effectiveness of each situation. For example, quality does not always relate to staff-child ratios, nor is there any indication that a universally mandated ratio is proper for all programmatic needs. The needs of children in a Head Start program are much different than the needs of children who require care because both parents are working.

Above all, we must keep our perspective when setting priorities to stay within our ability to financially support the programs that are to be developed and funded. We must insure that expansion of any program is in an orderly fashion and that we utilize all of our resources, both public and private, in such a way that quality programs for children are assured at a reasonable cost.

Let us now consider one segment of the child care spectrum and one method of supplying service to it. At the San Francisco hearings in November, Mr. Edwin Warren, the program coordinator of PNSA's Alternative Payment System—PNSACAPS, presented to you one facet of a study that is presently underway in California to determine the effectiveness of many innovative approaches to delivering child care. The segment served by this system is composed of working or potentially working parents, both married and single, who require infant, preschool age, and extended day care services. This segment is by far the largest group in existence today needing care for children.

The system PNSACAPS utilizes existing facilities, both profit and nonprofit, to secure services for the children of parents in need. The private sector presently supplies 75 percent of all child care in California. It is funded by a vendor payment system of subsidies directly to the facility of the parents' choice which is participating in the program. The advantages of such a system are numerous.

To enumerate some of them:

(a) The parents make the choice of the location most convenient to them.

(b) The parents make the choice of the program that the children will be enrolled in.

(c) Since the children involved in the program are from low-income families, it gives them the opportunity to be integrated into the middle- and upper-middle-income sector of the economy on a social basis.

(d) The cost is fixed at the customary rate that the supplier charges the general public. The rate is determined by market factors and what the customer is willing and/or able to pay for such services. This cost can then give us a baseline from which to work to determine such factors as improving staff wages and benefits and changing staff-child ratios.

(e) Competition between suppliers tends to improve the quality of service, especially if a minimum rate is enforced.

(f) The delivery of services by the private sector generates government revenues via property and payroll taxes.

(g) No capital expenditure by the government is necessary.

(h) Diversity of program is assured.

(i) Existing resources are utilized in a cost-effective manner.

(j) The total program cost is much lower than directly funded public programs, thereby allowing for a greater number of children to be served for a given amount of funding.

(k) This type of program is more responsive to needs on a local level.

A system similar to this delivery system has been in operation in Florida for the last 5 years. Virtually all delivery of child care services is accomplished through local umbrella organizations such as The 4C's of Central Florida which serves Orange and Seminole Counties. This organization acts as a disbursing agent for a wide range of funds: Federal, State, local, and private. It also supplies information and referral services and works in close cooperation with local educational institutions for the development of improved staff training. The source of funding is matched to each individual's need and payment is made directly to the supplier of services on a sliding scale basis. Once again, the parent has the choice of facility that the child is placed in, depending on their particular needs.

I would like to recommend to the committee that the above two systems be studied in more detail by the committee as examples of cost effectiveness in the delivery of child care services. Though they may not be particularly suited to all programs, they do apply to a very large segment of the service population. They offer opportunities to increase the amount of services available without increasing costs, maintain and improve program quality, and provide a means of fulfilling priorities and improving responsiveness to local needs.

PNSA stands ready to help the committee in any way possible in drafting comprehensive child care legislation.

Thank you.

Senator Cranston. Thank you very, very much.

[The prepared statement and additional material submitted by Mr. Rodenborn follows:]

PNSA

Private Nursery School Association of California

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TESTIMONY
REGARDING THE COST EFFECTIVENESS
OF CHILD CARE AND CHILD DEVELOPMENT PROGRAMS

DECEMBER 12, 1977
LOS ANGELES, CALIFORNIA

UNITED STATES SENATE COMMITTEE ON HUMAN RESOURCES

SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT--ALAN CRANSTON, CHAIRMAN

INTRODUCTION

Senator Cranston and Members of the Subcommittee: My name is David J. Rodenborn, President of the Private Nursery School Association of California, President and Administrator of Rainbow Montessori Day Care Centers and father of four children. I would like to thank the Subcommittee for the invitation to testify today on the subject of cost effectiveness in Child Care and Child Development Programs.

In my testimony I hope to raise questions more than answer them because I believe that the subject we are discussing is too complex and involved to cover in a hearing of this type. The major reason for this is the diversity of existing child-related programs and the needs of the population as a whole. To name some of these programs and needs, there are: the Head Start Program; State children's centers; child abuse programs; adoption assistance programs; migrant worker child care; campus child care; school-age parenting and infant development programs; programs for the physically and mentally disadvantaged; infant care; extended day care; pilot and investigative programs; the needs of single parents; and last, but far from least, the needs of working parents who must both be absent from the home in order to maintain their standard of living in the face of ever-increasing inflation.

It is the avowed intent of these hearings to seek comment to be used in the development of comprehensive child care legislation. From a practical standpoint the Federal Government cannot sponsor or even consider the expansion of Child Care and Development programs without first re-defining the needs for such programs and the goals to be attained by such an undertaking. Once the whole spectrum of needs is assessed and the individual goals for each program are set, priorities must be assigned based upon the availability of funds and the critical nature of each individual program. Only when this is accomplished will it be possible to assess the cost effectiveness of each individual program.

COST EFFECTIVENESS

How can we measure the "Cost Effectiveness" of child care and development programs? Some of the factors to be considered are: level of "quality", number of children to be served, fulfillment of priorities and the ability to be responsive to needs. When one becomes involved in the area of child care and development, it becomes immediately obvious that the range of "required" services is infinite and, as in every other human endeavor, everyone's priority is number one. Since there is such a variety of needs, we must be sure that we use the proper measuring stick for determining the cost effectiveness of each situation. For example, "quality" does not always relate to Staff/Child ratios nor is there any indication that a universally-mandated ratio is proper for all programatic needs. The needs of children in a Head Start program are much different from the needs of children who require care because both parents are working.

Above all, we must keep our perspective when setting priorities to stay within our ability to financially support the programs that are to be developed and funded. We must ensure that expansion of any program is in an orderly fashion and that we utilize all of our resources, both public and private, in such a way that Quality programs for children are assured at a reasonable cost.

VENDOR/VOUCHER AND COST EFFECTIVENESS

Let us now consider one segment of the child care spectrum and one method of supplying service to it. At the San Francisco hearings in November, Mr. Edwin Warren, the Program Coordinator of PNSA's Alternative Payment System (PNSACAPS), presented to you one facet of a study that is presently under way in California to determine the effectiveness of many innovative approaches to delivering child care. The segment served by this system is composed of working or potentially working parents, both married and single, who require infant, preschool-age and extended day care services. This segment is by far the largest group in existence today needing care for children.

The system (PNSACAPS) utilizes existing facilities, both profit and nonprofit, to secure services for the children of parents in need. (The private sector presently supplies over 75% of all child care in California.) It is funded by a vendor payment system of subsidies directly to the facility of the parents' choice which is participating in the program. The advantages of such a system are numerous.

To enumerate some of them:

A. The Parents make the choice of the location most convenient for them.

B. The Parent makes the choice of the program that the children will be enrolled in.

C. Since the children involved in the program are from low income families, it gives them the opportunity to be integrated into the middle and upper middle income sector of the economy on a social basis.

D. The cost is fixed at the customary rate that the supplier charges the general public. This rate is determined by market factors and what the customer is willing and/or able to pay for such services. This cost can then give us a baseline from which to work to determine such factors as improving staff wages and benefits, and changing Staff/Child ratios.

E. Competition between suppliers will tend to improve the quality of service especially if a minimum rate is enforced. (Quality competition vs. Cost competition.)

F. The delivery of services by the Private sector generates Government revenues via property and payroll taxes.

G. No capital expenditure by the Government is necessary.

H. Diversity of program content is assured.

I. Existing resources are utilized in a cost-effective manner.

J. Total program cost is much lower than directly-funded public programs, thereby allowing for a greater number of children to be served for a given amount of funding.

K. This type of program is more responsive to needs on a local level.

A system similar to PNSACAPS has been in operation in Florida for the last five years. Delivery of Child Care services is accomplished through local umbrella organizations such as "The 4C's of Central Florida" which serves Orange and Seminole Counties. This organization acts as a disbursing agent for a wide range of funds: Federal, State, Local and Private. It also supplies information and Referral services, and works in close cooperation with local educational institutions for the development of improved staff training. The source of funding is matched to each individual's need and payment is made directly to the supplier of services on a sliding scale basis. Once again, the Parent has the choice of facility that the child will be placed in, depending on their particular needs.

CONCLUSION

I would like to recommend that the above two systems be studied in more detail by the committee as examples of Cost Effectiveness in the delivery of Child Care services. Though they may not be particularly suited to all programs, they do apply to a very large segment of the service population. They offer opportunities to: increase the amount of service available without increasing costs, maintain and improve program quality, and provide a means of fulfilling priorities and improving responsiveness to local needs.

PNSA

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February 27, 1978
Campbell, Calif.

Senator Alan Cranston, Chairman
Subcommittee on Child and Human Development
4230 Dirksen Senate Office Bldg.
Washington, D.C. 20510

Dear Senator Cranston:

Enclosed please find my redlined copy of my testimony before your Committee. I am sorry that his is so late in returning, but I did not receive it until 2/24/78. I would like to again thank you for the opportunity to give this testimony to your Subcommittee, and to compliment your desire to hear all sides of the issue. Following are my answers to the additional questions that you asked in your letter.

Question 1: 'How do you see the vendor/voucher approach impacting on the supply of childcare?'

Answer: I see the vendor /voucher approach as having only a positive effect on the supply of child care. The prime reason for this is that there are, in many areas, a surplus of private facilities which government agencies could utilize to supply needed care on an almost immediate basis. This approach also allows many low income people entry into high quality, private programs that, until now, have been closed to them due to economic reasons. Also, in those areas where there is a need for new facilities the private sector can, and will, move much faster than directly funded government programs to fulfill those needs. Also, as noted in my testimony, (Pg. 55, Line 25) 'No capital expenditure by the government is needed...' This would greatly expidite the delivery of services since capital expenditure appropriations, as you are well aware, are very time consuming - and rightly so. Every investment dollar by the private sector is one less tax dollar (or more) necessary, and that investment goes on to generate a larger tax base.

Question 2a: 'Under a vendor/voucher approach who do you think should be responsible for assurance of quality...'

Answer: Assurance of quality in child care programs is one of the most difficult problems we face in any program - either directly funded or private. I believe that it is the combined responsibility of the licenseing agency, the voucher issueing agency, the facility supplying the services, and the parents utilizing the facility to assure quality of program and services.

Answer 2a (Con't): It is the direct responsiblity of the licensing agency to ensure that reasonable and enforceable regulations are written to form a base line of minimum quality of health and safety conditions for all facilities; it is the voucher issueing agency's responsibility to ensure that the client/parent has as much unbiased information as possible about the various programs available so that the parent can wisly choose the program that best suits their children's needs; it is the facility supplying the services responsibility to act in an ethical manner with all of the parties concerned, and to work in close cooperation with the parents of the children being served, to ensure that their needs are being met; and finally, it is the parents' responsibility to ensure that the facility really does supply those needed services in a proper manner. If the system is a voucher directly to the parent to purchase all or part of their needed services then they have the ultimate control of quality in that they can easily take their children to another facility that will supply them what they want. As stated in my testimony (Pg.55, Line 19) 'Competition between suppliers of service tends to improve the quality of service, especially if a minimum rate is enforced.

Question 2b: I believe this question is also answered above.

I would at this time also like to lodge a small complaint on the make-up of the hearing in Los Angeles. On the panel entitled 'Proprietary Child Care Programs' only large chain operations were represented. I do not feel that this was a fair representation of proprietary schools, at least for California. The membership rolls of PNSA, which I believe is a fair crossection of California schools, indicates that the average operator ownes 1.3 schools and that the average size of each school is approximately fifty children. Further, the California State Department of Health computer listing of all licensed schools in California as of 12/4/75 indicates that of a total of 1,340 proprietary school, 801 were individual ownerships, 287 were partnerships and 252 were corporations. The majority of the corporations were single school ownership entities. This picture hardly supports the make-up of the panel representing 'proprietary' child care programs. I would hope that future panels of this type reflect a more accurate picture of the make-up of the private, proprietary sector of child care.

Thank you for the opportunity to supply additional information to the Committee. It is only by a complete exchange of information between the public and private sectors that the problems that lie ahead of us can be resolved. As I stated in my testimony, PNSA stands ready to help in any way possible to develop comprehensive and realistic child care legislation.

Sincerely,

David J Rodenborn

David J. Rodenborn
President

DJR/wdp
cc: Senator Hayakawa

Senator CRANSTON. I would like to ask Vivian Weinstein, if you could give us some examples, not now but for the record, of the regulations that interfere with coordination of different programs.

You suggested that we try to make them as coordinated as possible, and I would like to have some examples of situations where regulations have interferred with that.

Ms. WEINSTEIN. Lorraine and I will both do that because we have some specifics.

Senator CRANSTON. I am going to forego, again, some questions that I wanted to ask and try to get us back on our time schedule; I will submit them in writing.

[Senator Cranston's questions and the responses received may be found on pp. 315–318 and pp. 341–342.]

Senator CRANSTON. I would like to ask one question. I have been told, and I have no idea whether this is accurate or not, but that in two countries as different and diverse from each other and from us as the People's Republic of China, on the one hand, and Israel on the other, that where children need care during the day while the mother is away working, there are many, many examples in those countries of just voluntary neighborhood arrangements where one family will take care of the kids while the other mothers are working.

Does that happen much here in our country, and how well does it work?

I would like to have witnesses explain why it doesn't happen or why it doesn't work. If it works elsewhere, I am curious as to why it can't work in our country.

Ms. BISSELL. Senator Cranston, first, could I just very briefly answer your first question. It is of very great concern in California.

Because there are certain regulations for title XX programs and those regulations are different from the State regulations that provide for the private market as was described, and are still different from the regulations for the title IV–A program which was described as the welfare related and disregard in which there are no regulations and different, further, from regulations established in the State for our State-funded program, so that we can try to provide quality care more cost effectively. We have now in California literally four different sets of requirements, and I think this is largely what we are all talking about.

If we were able to establish some set of requirements which appeared to lead to quality care, we would be able to provide a far more integrated network than is presently possible.

Ms. WEINSTEIN. In addition to that, there are some things having to do with CETA programs, HUD programs, where these funds could be available. We will give you some of the statistics on that.

Senator CRANSTON. Could be available for what?

Ms. WEINSTEIN. For child care.

Senator CRANSTON. The lady back there wanted to respond to my question. Would you identify yourself for the record, and just very, very briefly respond, if you will.

STATEMENT OF GLADYS JOANN SMITH, CHAIRPERSON, PARENT POLICY COUNCIL, GREATER LOS ANGELES COMMUNITY ACTION AGENCY

Ms. SMITH. My name is Gladys Joann Smith. I am chairperson of Parent Policy Council of the Greater Los Angeles Community Action Agency.

In my opinion the reason we don't have families caring for other children, like these other countries you have named, is because we feel a competitive, materialistic—and it hasn't just come about, it has been the last 10 years, this last decade. But we have gotten so we are looking out for ourselves more than looking out for other people. Most people are so bogged down in our area in their own plight that they don't have time to be concerned with neighbors any more.

In my opinion, we need to quit competing with each other and try to help each other, so we can all do good. That's my opinion.

Senator CRANSTON. You are saying this idea should work in our society but it doesn't at the present time.

Ms. SMITH. If we would quit being so materialistic, and care about other people, more like we used to do.

Senator CRANSTON. Thank you very, very much. That gets into a realm where I suppose moral leadership, in terms of the meaning of life, is what we need to develop. I believe there is another analogy that, again, is nothing the Government can order or bring about, that relates to the way things operate in the People's Republic of China and Israel.

Again, I don't know firsthand, but I am told that one reason they don't have child care difficulties there is that families stay together and you have the children, the parents, and the grandparents all living in the same home, and the grandparents take care of the children and the children make life interesting for the grandparents, and it is a much more loving family type of atmosphere, that obviously, if that existed in our society—which it doesn't presently very much—would help to alleviate this problem.

If any of you at any point in your testimony have any comments on those points I would be interested in hearing them.

We now go to our next panel on Head Start, and the witnesses are Martin Samaniego, John Flores, and Ted Anderson from the Greater Los Angeles Community Action Agency; Luis Borunda of the ABC Child Development Center, Montebello, accompanied by Linda Patino; and Robert Wright, Community Care and Development Service, Los Angeles, accompanied by Fayetta Washington.

I would like to apologize to Senator Hayakawa. The witnesses left the table before he had a chance to ask any questions, if he had any.

STATEMENT OF MARTIN SAMANIEGO, DIRECTOR, GREATER LOS ANGELES COMMUNITY ACTION AGENCY, ACCOMPANIED BY JOHN FLORES AND TED ANDERSON; LUIS G. BORUNDA, DIRECTOR, ABC CHILD DEVELOPMENT CENTER, MONTEBELLO, ACCOMPANIED BY LINDA PATINO; AND ROBERT A. WRIGHT, DIRECTOR, COMMUNITY CARE DEVELOPMENT SERVICES, LOS ANGELES, ACCOMPANIED BY FAYETTA WASHINGTON, A PANEL

Mr. SAMANIEGO. My name is Martin Samaniego. I am the executive director of the Greater Los Angeles Community Action Agency.

To my immediate left is Ted Anderson and John Flores, who will assist me to answer any questions you may have after our presentation.

With us are representatives of two community Head Start programs in the State of California: Mr. Robert Wright, Community Care and Development Service, and Mr. Luis Borunda of ABC Child Development Center.

Senator Cranston, the Head Start/State preschool program is considered quite large but is really small as the third largest Head Start program in the Nation. Our demonstration program has provided in the past 10 years comprehensive developmental services to over 100,000 disadvantaged pre-school children.

However, during this same decade, we have failed to provide service to over 200,000 low-income children; an overwhelming majority were not served. This is a tragedy in light of the fact that 18 percent of the total population is between the ages of zero to 9.

Children are one of our most important natural, valuable assets and resources. As they become adults, those who have not been able to merge into our California economy are ending up as costly liabilities to our society.

We, as a Nation, will ultimately have to pay for this omission. Our focus in Head Start has always been the poor who are principally minorities.

In 1970, for example, 53 percent of the poverty population were nonwhite, and statistics have shown that if we do not reach these children now, in their formative years, we will continue to perpetuate the cycle of poverty.

Benjamin Bloom, an educator in child development, has postulated that a child achieves 50 percent of his adult intelligence by the age of 4 and up to 80 percent by the age of 8. The cost of adequately caring for a child is far less than maintaining major youth diversion, employment, and rehabilitation programs.

It becomes especially evident when we look at the fact that 60 percent of our prison population is minority and comes from the same socioeconomic group that we serve, the poor.

Senator Cranston, Senator Hayakawa, we must have adequate funding to reach at least the majority rather than the minority of these children.

In our written presentation we have listed 12 recommendations. We hope that you will give them consideration that we feel is necessary, for we feel that it will improve our Head Start program in this country.

In your Senate bill 2081, which will increase the Head Start program by $100 million each successive year until 1981, reaching a level of $1 billion, this is very important and necessary to this agency.

Thank you for your leadership and concern.

Now, at this time, I would like to turn the microphone over to Mr. Wright.

Senator CRANSTON. Thank you very much.

[The prepared statement of Mr. Samaniego follows:]

PUBLIC HEARING
OF THE
SUB-COMMITTEE ON CHILD AND HUMAN DEVELOPMENT
OF THE
COMMITTEE ON HUMAN RESOURCES

SENATOR ALAN CRANSTON, CHAIRMAN

December 12, 1977

Los Angeles, California

HEAD START IN LOS ANGELES COUNTY

Testimony of: Martin Samaniego, Executive Director
Greater Los Angeles Community Action Agency
314 West Sixth Street
Los Angeles, California 90014

Otilio Barron, Chairman of the Board

Basic goal of the GREATER LOS ANGELES COMMUNITY ACTION AGENCY is to stimulate a better focusing of all available local, state and federal resources upon the goal of enabling low-income families and individuals an opportunity to attain the skills, knowledge and motivations to become self-sufficient.

A key role of the agency is to act as a catalyst for institutional change by making public agencies more responsive to the needs of the poor.

The agency's mission is to bring changes and improvements in the community's attitudes toward the poor and the allocation and use of public and private resources for efforts to eliminate poverty.

I. INTRODUCTION

The Head Start/State Preschool program in Los Angeles is the third largest Head Start program in the Country. It is a demonstration program, authorized under the Economic Opportunity Act to provide comprehensive developmental services to disadvantaged preschool children. In our first decade, we have served over 100,000 children, aged three years, nine months to four years, nine months. During this time we have demonstrated the impact of Head Start on children in helping to develop their learning skills.

However, during this same decade 200,000 low-income children, an overwhelming majority were not served. This is a tragedy in light of the fact that 18% of the total population is between the ages of 0 to 9.

Children are one of our most important natural resources. As they become adults, those that have not been able to merge into our California economy are ending up as costly liabilities to our society.

We, as a nation, will ultimately have to pay for this omission. All of this points out the dramatic need to offer education to each and every child within our jurisdiction. Our focus in Head Start, as well as GLACAA,has always been the poor who are principally minorities. In 1970, for example, 53% of the poverty population were non-white, and statistics have shown that if we do not reach these children now in their formative years, we will continue to perpetuate the cycle of poverty. Benjamin Bloom, an educator in Child Development has postulated that a child achieves 50% of his adult intelligence by age 4 and up to 80% by age 8. This makes it doubly important that we intervene at an early age. The cost of adequately caring for a child is far less than maintaining major youth diversion and rehabilitation programs.It becomes especially evident when we look at the fact that 60% of our prison population is minority and most come from the same socio-economic group that we serve.

We must have adequate funding to reach at least the majority rather than the minority of these children.

II. DESCRIPTION OF THE AREA IN WHICH THE PROGRAM IS OPERATED

The area over which the Greater Los Angeles Community Action Agency has jurisdiction includes 85% of the Los Angeles County population. With a population of 7,089,000 people, the County exceeds 44 States in the nation in size of population. In addition to Los Angeles City, it includes 77 incorporated cities as well as large areas and small "islands" of unincorporated county territory. The GLACAA area has a land area of over 3,000 square miles, including inner city, suburban and rural areas. The public transportation system which serves this large area is an inadequate one, a situation which particularly affects the mobility of low-income people.

The area is characterized by concentrated poverty areas in the inner city in which about two-thirds (2/3) of the poor people reside and by outlying areas in which poor people are dispersed, such as the San Fernando and San Gabriel Valleys.

The 1970 Census showed 10.9% of all persons in Los Angeles County in households below the poverty level - - a total of 752,554 people. Ten (10) states have smaller total populations than the number of poor people in our county. Several groups are particularly vulnerable to poverty:

	TOTAL	POOR	PERCENT POOR
Female Headed Households	234,846	66,334	28.2%
Blacks	762,925	179,683	24.0%
Mexican/American	1,289,311	187,168	14.7%

Inflation has hit particularly hard at low income people. These families frequently have fixed incomes from Social Security or welfare, or rely on employment at or below the minimum wage. A worker earning $2.50 per hour which is minimum wage, even if employed full time for 52 weeks, would earn only $5,200 per year - - less than the federal poverty line of $5,850 for a family of four (4).

While the national unemployment rate stood at 7.0% as of April, 1977, Los Angeles County had an unemployment rate of 7.4%.

Minority workers have unemployment rates of 1½ to 2 times of the total labor force and unemployment runs as high at 30% in poverty areas. The job situation is even worse for youths, particularly poor and minority youths. Special CSA report from 1970 Census data showed that 46% of all out-of-school persons age 14-21 were not working, with 64% of poor youths not employed.

Inadequacy of health services is correlated with various poverty conditions, as shown by a special study undertaken by the Los Angeles Community Analysis Bureau.

The health measure used by the CAB was "late prenatal care", generally considered a significant index to the availability and the utilization of health services. The study found that late prenatal care (i.e., prenatal care beginning in the fourth (4th) month or later) is characteristic of mothers in areas of concentrated poverty. These are the areas in which most Head Start sites are located.

THE NEEDS

1. Large Number of Preschool Age Poor Children

The need for preschool services in Los Angeles is great. In the area served by GLACAA there are 30,405 poor 3 and 4 year old children. This is a conservative estimate, based on the 1970 Census in which the poverty criterion is a very stringent one: $3,743 annual income for a family of four (4). A special tabulation of Census data by CSA shows the number of children in families with incomes less than 25% above poverty level. An extrapolation from these tables to the GLACAA area shows an estimated 41,240 "near-poor" three (3) and four (4) year old children. The table below shows the estimated number of "near poor" children by ethnicity:

ETHNICITY	NUMBER OF "POOR" AND "NEAR-POOR" CHILDREN
Black	12,511
Spanish language	13,152
White (excluding Spanish Language)	14,922
Other Minority	656
TOTAL	41,241

2. Scarcity of Preschool Resources

As part of the Fair Share allocation Plan developed for the Head Start Program, a detailed analysis was made of the relation of need (number of poor three(3) and four (4) years old) and resources (free preschool services). Needs and resources were identified for each of GLACAA's ten (10) poverty planning areas and for 125 communities within the poverty planning areas.

For the total GLACAA area, free preschool services for approximately 9,600 poor children were identified. Thus about 32% of the 30,504 poor children were receiving free preschool services, leaving more than two-thirds (2/3) without such services. Using other, more realistic income criteria than the Census uses, the percentage of children for whom no preschool services are available would increase substantially. For instance, with the 25% above poverty level criterion, only 23% of the three (3) and four (4) year olds are receiving preschool services.

All poverty planning areas and all but four (4) of the 125 communities fall short of providing services for all needy children.

3. Increased Minority Population

A study completed by the Research and Evaluation Division of GLACAA estimates the ethnic composition of Los Angeles as of April, 1974; it shows that while the total population of Los Angeles County is only slightly larger than 1970, there are important shifts in the ethnic composition of the population. The Caucasian population has decreased since 1970 by 6.7%, but the minority population has increased by 16%. In 1974, 37 out of every 100 residents in the

County belong to one (1) of the minority groups.

Minority status exacerbates the economic situation: for Los Angeles as a whole, 15.6% of the three (3) to five (5) year olds are below the poverty level, but for Black children this rises to 34%, for Spanish language children to 19% and for Indian children to 24%. (Based on data from CSA Special Census Tabulation, Los Angeles County).

4. Poverty Target Areas

In order to assure that services were provided where the needs were greatest, the two-hundred neediest census tracts, in terms of poor children, were identified. Plotting existing Head Start sites by Census tracts showed that 350 classes or 74% of the total number of classes are located in these 200 neediest tracts or in immediately adjacent ones.

A second method of identifying the neediest tracts was based on the number of AFDC children, as reported by the Department of Public Social Services in March, 1973. This method yielded an additional 64 tracts with high need; 136 census tracts were the same as those which were identified as needy in terms of number of poor children. In this second set of tracts or in those immediately adjacent, 48 additional classes were located.

Thus a total of 398 classes or 84% of all classes are located in areas with the highest concentrations of low-income and welfare children. Considering the difficulty of finding sites which meet Head Start Performance Standards in poor areas, it seems clear that

Head Start classes are heavily concentrated in the poorest areas. It also means that in the GLACAA Head Start program comprehensive services are provided for children in families who are especially intensely affected by the adverse factors of poverty which have been discussed.

5. The Current Head Start Population

The GLACAA Management Information System provides the Head Start Program with a description of the characteristics of the population served and identify special program needs.

The population is predominately a minority population, with 60% of all enrolled children being of Mexican/American or other Latin background and 25% Black; other minorities make up 5%. Ten percent (10%) of the children are White/Anglo. Almost one third (1/3) of the enrolled children speak Spanish only and 14% are reported as bilingual in English and Spanish.

In about half of the families the parents are unemployed. Those who are employed are either under-employed or employed at such low wages as to remain below the poverty level. Thirty-nine (39) percent of the families are on welfare and 42% of the children come from single parent families.

III. PROGRAM ACCOMPLISHMENTS

In over ten years of operation, the Head Start Program has reached a number of goals. For example, the program has, during the last decade substantiated the observation that parents are the most important contributors to their children's development. Parents' role as program decision makers in the Head Start Program has been well established.

Through working with thousands of families in the program, our staff has learned much about young children. The need for special attention to individualized services to meet the needs of different children, ethnic groups and communities has been recognized.

The program has also played a major role in focusing attention of the county on the importance of child development. It has served as a model for the other public and private programs by increasing services to the total family of the child, such as social, health, mental health, and nutrition services.

Use of volunteers and paraprofessionals as assistants in the child development centers has had a significant impact on many communities by influencing local educational and health institutions to become more responsive to the needs of low-income families.

Head Start has pioneered in the delivery of health services to low-income children. A review of our Health Services program shows that each year, 90% of the children who have been in the program two months or longer have received health services. These services include medical examination, dental examination, immunizations, etc. For example, in program year 1976-77, among the most frequently diagnosed conditions in the Head Start/State Preschool program were such potentially serious conditions as anemia, asthma and other upper respiratory illnesses. In addition, in our TBC screening, 43 children were diagnosed as positive and some type of treatment initiated. If they are found to need treatment, they receive the necessary follow-up.

Head Start has also led in efforts to improve the cognitive abilities of young children. In our own program, an analysis of the Betty Caldwell Preschool Inventory was done in September, 1970. The purpose of the testing, mandated by the California State Department of Education, was to assess one of the goals of the Head Start/State Preschool program: to develop those cognitive and social skills which are regarded as essential to success in school. Pre-and post- tests were obtained for about 700 children, approximately 10% of the children in the program.

The results showed a highly significant difference between the pre-and post-test scores. Substantial gains were indicated by the 4 to 4½ year old children who moved from the 32nd percentile to the 75th percentile on the low-income norms, and by the 3½ to 4 year olds who moved from the 10th percentile to the 40th percentile on the middle class norms.

The effectiveness of the program in developing the children's cognitive and social skills is also documented by the increase in the mean scores with increasing length of attendance in the Head Start program.

Head Start has been successful in other areas besides the cognitive. The Los Angeles City Follow Through Program periodically published studies on the follow-up of preschool children in grades K through 3.

In 1975, some of the major findings were as follows:

1. Parents of children with preschool experience are more involved in the school program that parents of children without preschool experience;
2. Children with preschool experience are more ready to learn when they enter the program that children without preschool experience;
3. Children with preschool experience have more independent study habits when they enter school than children without preschool experience.

Item 1 above demonstrates the attention Head Start has focused on the importance of parent involvement. The outreach and training efforts of program has helped to provide low income parents with the knowledge and services they need to build a better life for their children. Direct involvement of parents in Head Start Planning and Policy making has given families a greater role in the development of their children. Parents are also given the opportunity to become staff members in the program. The latest survey showed that 29% of the Head Start/State Preschool staff were parents of children currently or previously in the program.

In addition, Head Start has had a significant impact on community efforts for low income families. Our program has influenced local educational and health institutions to become more responsive to the needs of the poor.

And, finally, we have implemented a mandate by the National Office of Child Development by serving handicapped children. In our program we are currently serving 10% of our total Head Start population who have been certified as severely handicapped.

In addition to our Standard Head Start Model we have implemented several program options:

The Child and Family Development Program is a family oriented, comprehensive child development service available to whole families.

The Harbor City Parent Child Center was established to provide health and developmental services to low-income families. In the program, parents are helped to create a better home environment for their children and to obtain community services when they are required. This program also places the emphasis on families who have at least one child under three years of age.

At two of our agencies we have implemented infant care programs, and one of these agencies is beginning to train other agencies in this type of program.

IV. RECOMMENDATIONS

We have come far in child development but still more is needed. In order to make child development programs more viable and able to serve their target areas more effectively we make the following recommendations:

1. Multi-Year Funding

Head Start and other Child Development Programs should be funded for a minimum of three years. This would allow for a total continuity of the program and reduce the amount of paper work and staff time needed for the yearly refunding process. It would allow for better planning and would correlate more closely with the three year plan of action mandated by the Office of Child Development.

2. Needs Assessment

There should be funds available for an in-depth needs assessment, especially in areas like Los Angeles where there are dramatic population shifts that are not documented by the ten year census. For example our Asian-Pacific population, especially the Vietnamese, Cambodian and Korean populations, has increased greatly, but they are practically invisible by Federal Standards for inclusion into Federal Programs such as Head Start.

3. The Working Poor

Child Development Programs must begin to address the needs and concerns of the working poor, especially in the single parent family (male or female) by providing a variety of child care services.

4. Outreach Programs

There should be funds available to programs for such special needs groups as the chronically ill or isolated child. This would include the tuberculosis, leukemia or cancer patient who could not come to the program. Rather the program needs to go to the child.

5. UpGrading of Existing Sites

There should be funds avilable for programs such as Head Start to upgrade eligible sites, which operate at only 50% of their possible efficiency, to allow them to conduct extended care/day care programs which are urgently needed by the low income community.

In particular, many Head Start parents need extended care because they:

(a) May be in job training
(b) May be ill and unable to care for their child
(c) May be entering the job market

These sites could be funded to equip playgrounds to provide recreational facilities that would be more extensive than the present outside areas provided. In addition, we could avoid the ecological consequences of providing group care in an environment often lacking trees, grass, or any kind of oxygen or nitrogen producing plants, as is so often the case in low income communities.

In addition, there should be funds available for contingency purposes to cover such emergency needs as relocation of sites when they become unacceptable because of changing demographics or worsening physical conditions.

6. Comprehensive Legislation

There needs to be comprehensive child development legislation that encompasses all facets of child development, including infant care, day care, center satellite home care (in which a group of five or more homes would be affiliated with a center but still provide home based care) and extended care that is continuous and perpetuates the gains achieved by early intervention.

7. Formulation of Regulations on Local Level

Program operations should be more closely involved in formulating the regulations necessary to implement legislation as they are more closely involved with the problems inherent in implementing at the local level.

8. Regulatory Overlap

There needs to be clarification of conflicting and overlapping regulations at the State and Federal Government levels so that programs that are jointly funded can function more efficiently. For example, the California State Regulations allow and encourage up to 20 children in a classroom while the Federal Regulations allow only 15.

9. Need for Review and Waiver

There needs to be a system of review and waiver of Federal Regulation based on local need so that local programs are not hamstrung by National Regulations. Two examples include the Federal performance standard of emergency lighting in a program which is run during the day and the controversial National Child Development Associate Program which has less stringent standards than the State Requirements.

10. Local Incentives

Incentives should be provided to State Governments to encourage their participation in expansion of child development programs.

11. Cost Effectiveness

For cost effectiveness, there should be an optimum program size of 600 slots for child development programs.

12. Staff Training

In order that Head Start expand into other areas, consideration must be given to staff training needs. For example, there are two areas in which staff need additional training. In order to qualify as child care takers in an extended care center staff needs to be retrained as there is a difference in the program provided to children who stay 3-4 hours daily and those who stay 6-8 hours daily.

Secondly, we need to begin to train teaching staff even more intensively in the area of bilingual bicultural education to more adequately serve our increasing minority population.

Senator CRANSTON. Mr. Wright, you may proceed.

Mr. WRIGHT. Thank you very kindly. Senators, it is a pleasure to appear here today before you today to present statements regarding Head Start. It is a particular pleasure to me to be able to discuss the needs for early childhood programs with you, who have shown leadership, interest and understanding for this particular program that is most vital to our Nation's young.

Of all the programs in the early war on poverty, Head Start has involved the largest number of individuals, aroused the greatest enthusiasm at the grassroots level, and also caused the least controversy. Clearly, Head Start has made an auspicious beginning at one of the most inspiring tasks that an enlightened Nation can undertake, that of launching its youngest and most needy citizens on an upward spiral to personal fulfillment and the good life.

Head Start, in its inception, was directed at improving the functional level of young children. However, there have been many byproducts. Among these are the contributions made to job development and the involvement of parents in the education of their children. We learned, rather we documented what many of us already knew, that the older siblings and parents of disadvantaged children are a valuable, untapped source of manpower. Working as teachers' aides and in a variety of other functions, these young and older adults demonstrated that the idea of the paraprofessional worker is a viable concept. We learned that such workers utilized in an appropriate relationship to professional workers can help to close the gap between needed and available personnel. From communities all across the country have come reports full of praise for the work and contributions of the parents.

Our own agency is a good example of Head Start byproducts. We started out in 1966 as a single purpose agency with one program. A decade later we are a multipurpose agency with 38 programs, many at the request of our policy council.

If we are going to continue to have the kind of challenge we need for Head Start programs, it is going to require that we place a floor under the living standards and conditions of all people to insure that potential for intellectual and social contributions is not destroyed in the primitive struggle for survival.

I would like to share with you some recommendations which we feel are vital and essential if we are to continue the kind of testimony and the kind of work that Head Start has done in our various communities.

In order to give strength to the Head Start program, I would like to share with you these recommendations.

No. 1 is to provide sufficient funding for a quality Head Start program.

No. 2, provide assistance for securing adequate physical facilities.

No. 3, provide sufficient technical assistance and training funds for those who wish to pursue a career in child development work.

No. 4, provide adequate funding for pilot programs and research and evaluation.

No. 5, provide the continuing opportunity for participation by the poor themselves in planning and decisionmaking in the program.

No. 6, provide the continuing principle of local initiative whereby policy councils of all racial and/or ethnic groups may survey their own needs and problems and conditions and devise and submit their own plans for solution.

No. 7, provide speedy appeal procedures to assure that the intent of Congress is being carried out by local grantees and regional offices. The present cumbersome methods are frustrating and time consuming and exhausting.

No. 8, provide the opportunity for policy councils to have their voices heard and acted upon at the local grantee level, regional levels and national levels.

Then, No. 9, provide us with responsive staff at the regional and national levels who clearly understand local initiative, imaginative creativity and flexibility instead of inflexible guidelines and grant conditions.

No. 10, provide mandates for the inclusion of community persons that can bring expertise at the grantee policy council level recommended by the grantee.

And then 11, provide the means for a variety of funding mechanisms but eliminating the costly dual funding source reporting as well as dual evaluations.

I hope that my testimony and written statements to you will be helpful to you as you continue your consideration of Head Start.

I have brought with me today Mrs. Fayetta Washington, who is the vice president of the National Head Start Parents Association, to give her own personal testimony.

[The prepared statement of Mr. Wright follows:]

STATEMENT BY
ROBERT A. WRIGHT, DIRECTOR
COMMUNITY CARE AND DEVELOPMENT SERVICES
BEFORE THE
SENATE CHILD AND HUMAN DEVELOPMENT SUB-COMMITTEE

December 12, 1977

Mr.Chairman and Members of the Senate Child and Human Development Sub-Committee:

It is a pleasure to appear before you today to present statements regarding Head Start. It is a particular pleasure to me to be able to discuss the needs for early childhood programs with you, who have shown leadership, interest and understanding for this particular porgram that is most vital to our nation's young.

Of all the programs in the War on Poverty, Head Start has involved the largest number of individuals, aroused the greatest enthusiasm at the grass-roots level and caused the least controversy. Clearly, Head Start has made an auspicious beginning at one of the most inspiring tasks that an enlightened nation can undertake: launching its youngest and most needy citizens on an upward spiral to personal fulfillment and the good life.

Head Start, in its inception, was directed at improving the functional level of young children. However, there have been many by-products. Among these are the contributions made to job development and the involvement of parents in the education of their children. We learned, rather we documented what many of us knew, that the older siblings and parents of disadvantaged children are a valuable, untapped source of manpower. Working as teacher aides and in a variety of other functions, these young and older adults demonstrated that the idea of the para-professional worker is a viable concept. We learned that such workers utilized in an appropriate relationship to professional workers, can help to close the gap between needed and available personnel. From communities all across the country have come reports full of praise for the work and contributions of parents. We also learned, however, that the use of para-professionals as substitutes for professional leadership greatly increased the chances of program failure.

Our own agency is a good example of Head Start by-products. We started out in 1966 as a single purpose agency with one program. A decade later we are a multi-purpose agency with 38 programs, many at the request of our Policy Council.

Probably one of our greatest gains of past experience has to do with a renewed conviction that evaluation efforts need not be primarily directed at proving the obvious. Much of what we learned was obvious. However, what we need to know is even clearer following our experiences. Our evaluation effort for the future must be directed at:

1. Understanding the relationship between, and the order of significance of such variables as length of program, curriculum emphasis, staff characteristics, pupil characteristics, parental involvement, per pupil cost, continuity of educational experiences, etc., with subsequent school adjustment as the criteria;

2. Understanding the nature of the school readiness differential found in children exposed to special pre-school experiences as compared to children not so exposed;

3. Understanding the relationship between shcool readiness gains evidenced in pupils at the terminal stages of Head Start and their subsequent adjustment in school.

However, the final test goes beyond a test of educational innovation. The final test must be an examination of our nation's readiness to develop and conserve its human resources. This test will involve far more than Head Start in particular and education in general. It will require that we seriously undertake the task of greatly improving the quality of our educational establishments at all levels. It will require that we ensure not only the availability of education but its success with a wide variety of learners. This is a challenge many schools have so far not accepted.

It will require that we place a floor under the living standards and conditions of all people to insure that potential for intellectual and social contributions is not destroyed in a primitive struggle for survival.

It will require guaranteed opportunities for meaningful contributions to the development of our society through work and social participation.

It will require that the parents of our Head Start pupils be afforded the opportunity for meaningful participation in the structure by which political, social and economic decisions are made.

Although much of what Head Start has accomplished will not be visible tomorrow, or even a year from now, the program has already generated changes in numerous areas.

In the field of early childhood education, for example, Head Start has made a visible impact. Universities and colleges have established or are seeking to establish new departments in child development.

At least one-third of the country is presently conducting studies to determine the desirability and means of establishing certification standards for teachers in early childhood education.

Throughout the country, teachers, administration and laity hail the teacher to pupil ratio of 1:5 as one of the significant achievements in the program. This concept which has been articulated by public school teachers for years seems to have reached the administration and the general public.

A major contribution of Head Start was the change in attitude which occured on the part of both teachers and parents. In Head Start, teachers found that parents do care and parents learned that teachers do care.

The essential defference between Head Start and regular school is the direct and enthusiastic participation of the children's parents in the program.

This challenging program has taught us that the individual child must be addressed, not the prototype of which he is assumed to be a representative. His strengths, his hopes, his curiosity must be built upon, not through an effort to destroy his past and the home to which he returns each day, but through a recognition that it is his home that gives him these strengths, this hope and this thirst to know.

We have learned another truth which should have been self-evident: poverty's handicaps cannot be easily erased or ignored when the door of first grade opens to the child, follow-through is essential..

Persons from a variety of disciplines are coming to believe what early childhood educators have been aware of for a long time: experiences during the pre-school years are crucial determinants of the adult that is to be.

Of course, the Head Start program and its rescue from the plague of disorganization are far from accomplished facts. There is much to be learned and the distance to be traveled is great. A creative attitude, flexibility and a willingness to change are essential for continued movement toward our goals.

The funds allocated are far from adequate. Our research shows that we are serving less than 10% of the eligible children in Los Angeles County.

In order to give strength to the Head Start program, I would like to share with the Committee these recommendations:

1. Provide sufficient funding for a quality Head Start program.

2. Provide assistance for securing adequate physical facilities.

3. Provide sufficient technical assistance and training funds for those who wish to pursue a career in child development work.

4. Provide adequate funding for pilot programs and research and evaluation.

5. Provide the continuing opportunity for particiaption by the poor themselves in planning and decision making in the program.

6. Provide the continuing principle of local initiative whereby policy councils of all racial and/or ethnic groups may survey their own needs, problems and conditions and devise and submit their own plans for solution.

7. Provide speedy appeal prodedures to assure that the intent of Congress is being carried out by local grantees and regional offices. The present cumbersome methods are frustrating and time consuming and exhausting.

8. Provide the opportunity for Policy Councils to have their voece heard and acted upon at the local grantee level, regional levels and national levels.

9. Provide us with responsive staff at the regional and national levels who clearly understand local initiative, imaginative creativity and flexibility instead of inflexible guidelines and grant conditions.

10. Provide mandates for the inclusion of community persons that can bring expertise at the grantee policy council level recommended by the grantee.

11. Provide the means for a variety of funding mechanisms but eliminating dual funding source reporting, dual evaluations, etc.

I hope that my testimony and recommendations will be helpful to you as you continue your consideration of Head Start. I would be happy to answer any questions you may have, and should you so desire, call upon others who are here today who share my concern and dedication to Head Start. Mrs. Fayetta Washington, Vice President of the National Head Start Parents, is present and would like to give her personal testimony to what Head Start has meant to her.

Senator **Cranston**. Ms. Washington, you may proceed.

Ms. **Washington**. Mr. Chairman and members of the Senate Child and Human Development Subcommittee, it is with great pleasure to appear here before you today and tell you my personal experiences.

Head Start has done a lot for me both as a person and as a mother. It has made me want more out of life for both me and my children. I am the mother of five children, four sons and one beautiful daughter.

I started out in the Head Start program as a parent volunteer in the classroom. I went from the center as a delegate to the policy committee. I was elected chairman of the CCDS and there I was elected delegate to the Greater Los Angeles Community Action Agency.

I served as a delegate for 2 years and I was also the chairperson for 1 year. I was also the chairperson for the Southern California Parent Policy Council where I held two conferences on child abuse. I have spread myself all around.

I am also on the advisory council of this county on early childhood and the advisory council on early childhood education at Raymond Avenue School, which my children attend.

I am now serving as a vice chairperson for the National Head Start Parents Association. We meet every 3 months and work for the continuation of our Head Start programs as they presently exist, and not as an extension of the public school system.

We are also very involved in the legislative issues involved in Head Start. In fact, our legislative committee met in Washington, D.C., this week.

I would like to thank you all very much for this opportunity to speak to you today, and I would just like to say I love Head Start very much. It has done so much for me.

Senator **Cranston**. Thank you very, very much for that very eloquent testimony. I love Head Start, too, I assure you.

Mr. Borunda, you may proceed.

Mr. **Borunda**. Senator Cranston and members of the Subcommittee on Child and Human Development, in addressing myself to you, I would like to express the concerns and needs of the Head Start preschool program in Los Angeles County.

Due to the success of the Head Start program nationwide, additional responsibilities have been given to us, namely, innovative approaches to early childhood education, program options, handicapped children, child abuse and neglect, and now, because of the national program expansion, we will be serving as advocates not only for the preschool child but for the total family. We will have to develop a system of priorities ranging from low to high on a scale of delivering services to the total family in order to avoid a built-in failure system.

Since we are funded from year to year, it is difficult to develop long-range plans and it creates instability for many employees in Head Start.

Because of program expansion, it would be essential to develop new staffing patterns as well as reinforcing some of the present ones, such as specialization and multilingual and multicultural programs.

Los Angeles Head Start delegate agencies are weak in this area, especially because they do not reflect the ethnic background of the majority of the children that we are serving.

While the Head Start policy instructions I-30 have been a tool to assist recipients and administrators in operating good programs, this has only created dissension in many instances. A new instrument must be developed to provide the type of policy and philosophy for administration and policymaking groups and understanding the functions and responsibilities and the sharing of power. A "watch dog" approach will not work because it entraps the policymaking groups as well as the administrators.

The governmental agencies must make cash more readily available to its Community Action agencies and delegate agencies. Community Action programs should receive their allocations semiannually and delegate agencies on a quarterly basis. This would save the Government millions of dollars. In addition, they should be allowed to purchase from GSA, again creating substantial savings.

As we look at Head Start programs nationwide, we cannot measure by dollars and cents the value that our society will be gaining by the lives of thousands of children that were saved from despair, poverty, and hopelessness. Head Start brings out the best in children, it awakens their curiosity, gives them a sense of dignity and a rightful place in this universe. They have a right to be here and a right to receive the best opportunities that our society can give them.

Thank you very much.

Ms. Linda Patino on our panel will also give her testimony.

[The prepared statement of Mr. Borunda follows:]

ABC CHILD DEVELOPMENT

TESTIMONY ON THE HEAD START PROGRAM IN LOS ANGELES

By

Luis G. Borunda
Director
ABC Child Development

Prepared for Public Hearings
Subcommittee on Child and Human Development
of the
Committee on Human Resources

December 12, 1977

Honorable Senator Cranston and Members of the Sub-Committee on Child and Human Development. In addressing myself to you and expressing the concerns of the Head Start Pre-school program in Los Angeles County, I do so with great pride recognizing that the Head Start concept not only has become one of the most popular ones in the country, but has acted as a catalyst to stimulate many human developmental services in the United States.

For the first time in the history of Head Start, we will have a program expansion in this country. However, it has been very difficult to keep pace with all the additional responsibilities that have been given to the Head Start program during the past five years. Initially, the program's primary objectives were to serve children 3 to 5 years of age from low income families. Many Early Childhood Developmental ideas and curriculums were designed and implemented in order to assist the children to develop to their fullest potential. The different components that were integrated as part of the supportive services were Nutrition, Health, Social Services, Parent Education and Career Development.

After several years of experimentation in Early Childhood Education, it was felt that the Head Start program could carry additional responsibilities, inasmuch as the program was acceptable to the public and that Head Start had been conducting a very successful enterprise. The additional responsibilities that we are now burdened with are: innovative approaches to Early Childhood Education, program options, Handicapped children, Child Abuse and Neglect and in the near future we will be preparing to serve as an Agency for advocacy not only for the pre-school child, but for the total family. We believe that in order to provide qualitative services to the total family, we must prevent the possibility of a built-in failure system. The idea of expansion of Head Start is very important, however, we will need new staffing patterns as well as additional personnel to assist the Head Start program in fulfilling its obligations for the delivery of qualitative services in the present and future context. A system of priorities will have to be developed ranging from high to low on the scale of delivering services to the total Head Start family.

In Los Angeles County, universities, colleges and educational institutions have been very responsive by providing scholarships and courses in Early Childhood Education. In order to teach in a Head Start program, the State of California requires that the teachers hold at least a Children's Center Permit. This Permit may be acquired by taking 60 college units with 15 of them in Early Childhood Education and numerous hours of experience in the classroom. The low income community has gained considerably from an educational standpoint, inasmuch as teacher aides are moving into teaching positions on the career ladder. We believe that teaching vocations should be compensated with stability, long range planning and a secure future as the public school system provides for its employees. Whenever staff members read or hear about cutbacks in funding for the Head Start program, their morale is affected because of the insecurity provoked by those legislators at whose mercy their jobs are dependent upon. Head Start has been surviving from year to year solely on hope that the decision makers who are responsible for the approval of Head Start funding will come through. It is imperative that legislation be written making Head Start a permanent program in order that our nation's poor will have an opportunity and that those working in these programs will feel secure in order to do a better job with our children.

Probably more than any other program in this nation, Head Start commands a greater militancy of parents as well as supporters that are aware of the benefits that Head Start has provided for children. Los Angeles County and its constituency is deeply indebted to the Senators and Congressmen that have recognized the importance of providing a Head Start experience for almost 100,000 children during the past 11 years. We are sure that the advancement that was made by these children will create an impact in the next generation as it will be reflected by a responsible citizenry. We cannot measure by dollars and cents the value that our society will be gaining by the lives of thousands of children that were saved from despair, poverty and hopelessness.

The minority children have benefitted by the Head Start program more than any other children. However, staff and funds need to be assigned in order to provide effective multilingual and multicultural programs. Presently there are insufficient materials and specializations to do an effective job in multilingual and multicultural programs, especially in the larger cities that have a concentration of minority children. In addition, as long as we have unresponsive and insensitive people in the Head Start program, we will have difficulties in implementing a successful program. The staffing patterns of Head Start do not always reflect the ethnic background of the children as prescribed by the national guidelines as well as sound educational principles. Therefore, a stronger equal opportunities measure must be enforced in order to remedy this problem.

In many instances we have experienced difficulties between Policy Committees and Policy Councils against Administration due to interpretation of guidelines which have been in conflict or may have been obscure. It is my observation that some of the difficulties that have arisen between policy making groups and administrators of programs have been caused by provocations coming from higher levels in the bureaucratic ladder. Autonomy, self-determination and sharing of power should be emphasized with programmatic responsibilities in all decision making processes. A policy and a philosophy of sharing of power should be developed into the system of Head Start in order to eliminate difficult situations as well as administrative red tape. A "watch dog" approach does not work because it entraps both the program recipients as well as the administrators. A freedom of information policy should be established in order to alleviate suspicion by policy making groups and recipients. In order to expedite funds and eliminate any problems in cash flow, the Community Action Agencies should be trusted to receive their grant in two semi-annual payments rather than on a quarterly basis. Delegate Agencies should be able to receive quarterly allocations rather than monthly. Allocation of funds should be designed to meet the needs of Delegate Agencies. Staffing patterns of Community Action Programs and Delegate Agencies should be monitored closely in order to provide the full range of services and to eliminate excessive expenditures by components. For example; some delegate agencies may budget for six custodial staff, however, they may only fund two positions for their Health Component. Some agencies may fund five positions for the Health Component and yet have only two Educational Supervisors. There must be a proper balance of priorities and staffing patterns that reflect these priorities.

In the past, Community Action Programs and Delegate Agencies were allowed to purchase office materials and equipment from the

General Services Administration (GSA). The savings in many instances were up to 60% or more. Additional monies could be generated to provide better services for children if Community Action Programs and Delegate Agencies were allowed to purchase from GSA.

In concluding this testimony, I would like to stress the need for additional Head Start slots. There are over 30,000 children eligible for Head Start in Los Angeles, however, we are only serving 7200 children in the Head Start State Pre-school program under the Greater Los Angeles Community Action Agency (GLACAA). Head Start programs have been pacesetters, have given incentives for a better way of life for thousands of people. It has opened the lines of communication between parents and public school systems. The Head Start program has offered many educational opportunities especially for those who seemingly had failed. In many of our programs, we have ex-Head Start parents who have obtained high school diplomas and even up to Ph. D.'s after they became involved in the program.

Head Start brings out the best in children, it awakens their curiosity, gives them a sense of dignity and a rightful place in this universe. They have a right to be here and a right to receive the best opportunities that our society can give them.

Senator CRANSTON. Ms. Patino you may proceed.

Ms. PATINO. Honorable Senator Cranston and members of the Subcommittee on Child and Human Development. Buenos Dias, mi nombre es Linda Patino and I have been a Head Start parent at ABC Child Development for the past 4 years.

Head Start has been an education not only for my four children but for myself. Head Start has taught my children to be independent, to be proud and to be aware of themselves.

If it had not been for Head Start I would not have let my children progress to the degree that they did. Head Start has made me aware of how important routine health examinations are.

One of my children could have gone deaf in another 6 months if a routine hearing test had not been given at that time by the Head Start nurse. My child was referred to a specialist, surgery was performed and the problem was corrected.

The health program has not only helped my child but many other children.

All the components in Head Start are just as important according to the different needs of children and parents.

When I came to Head Start I was afraid to be involved. I let others take the leadership. Now, I have been treasurer for my agency and am presently treasurer for the County Policy Council.

I have been involved in the parent project and on job screening at my agency. In my leadership role I have also helped my friends and neighbors take an interest in their children's education and to be aware of what is going on in the schools.

Because of my Head Start experience, I have been able to provide information to them to get community services that they need.

Head Start was not only for my children but it was also a Head Start for me.

Thank you.

Mr. SAMANIEGO. This concludes our presentation. We would like to thank you very much for inviting us to participate. We certainly thank you and urge your continuing support for the Head Start program.

Senator HAYAKAWA. We are both very much in favor of Head Start. Wilson Riles talked about this frequently not only during his campaign, so I understand very much what went into that idea and watched with great interest. You can be assured of my continuing support.

Senator CRANSTON. I would like to say that I think many of the experiences with Head Start are very relevant to the kind of things we need to consider as we work on comprehensive child care legislation.

One particular way where Head Start has worked out well has been in terms of parental involvement. Do you have any suggestions to make about comprehensive child care in terms of parental involvement and what we can do to stimulate and make sure that happens to the degree it can in whatever we do in relationship to child care?

Mr. SAMANIEGO. One of our recommendations in written testimony you will find is the multiservice-type approach to child care. The involvement of parents in our program here in Los Angeles has certainly been one of its greatest assets as far as the program is concerned.

We would hope that continued support of legislation would involve a multiservice approach to bring the entire family team closer together and more involved in this type of program.

Senator CRANSTON. I want to say one other thing. I have introduced, as I think you know, the Head Start Extension Act, and I would be very interested in your comments on it, if you have any proposals that would make it work better. We have copies we can give you before you leave and I would like to hear from you in writing on that, if you have any thoughts.

Thank you very, very much.

Senator CRANSTON. We now go to the panel on the need for diversity in child care programs, with Winifred Hessinger of the YWCA, Los Angeles; Lois Richards and Ernest Bailey, Association of Directors and Parents Together, ADAPT; and Annie Greene of the Small Fry Center of Los Angeles.

I would like you to know that we are now only 2 minutes behind schedule, so if we continue as well as we are now doing, that will be just great.

We welcome you, and you may proceed in whatever order you see fit.

STATEMENT OF WINIFRED HESSINGER, EXECUTIVE DIRECTOR, YWCA OF LOS ANGELES

Ms. HESSINGER. I am Winifred Hessinger. I am the executive director of the YWCA of Los Angeles. We provide extensive child care and infant care.

We certainly support the concerns of everyone who has preceded us today.

I would like to make a couple of comments. We see the problem as this: if there is no increase in quality nonsexist, nonracist child care, we are guaranteed an increasing percentage of adults who are going to be unemployable and who will indeed be permanently handicapped.

The correlation between child care and success in the school immediately or later on has long been recognized. This correlation is even more pronounced for the handicapped, and the YWCA's definition of the handicapped includes the physically and emotionally abused, those with physical defects whether those defects are visible or nonvisible, and those who are culturally and educationally disadvantaged.

Now, who needs child care? First of all, the working mothers. I will not recount the statistics which have been given so admirably by so many other persons, including Senator Cranston.

The second group which really has not been addressed this morning is the teen mother. I believe we are all aware of the escalating rate of teenage pregnancies in the United States. As a matter of fact, there were 13 million teenage mothers in 1965.

Senator HAYAKAWA. In what year?

Ms. HESSINGER. I'm sorry; 1975, I misspoke myself.

I certainly commend this council produced by the Planned Parenthood Association nationally for these shocking statistics on this particular subject.

The comment on the needs of the working mothers, of course, goes without any further explanation on my part. We are all aware of the

351

fact that the vast majority of these women are working because it is essential either as single parent head of household or to supplement the wage of a husband which is, in large percentage, under $7,000 a year.

The teenage mother is a particular concern. She is in high school and is dropping out of high school. Without care, she will never return to high school. Without that education, her future is handicapped severely.

Let me give you an example. We run the only nonprofit voluntary agency infant care center on a high school campus in San Fernando. We are full with a waiting list. We take care of 20 babies.

In order to operate and be in this center, the teen mothers must be able to successfully complete their high school education. We must be selective, unfortunately.

The teen mothers must participate in the care of their infants and therefore learn parenting.

In the immediate area of that high school, there is a continuation school for pregnant girls. There are 43 girls from 3 surrounding high schools that are in that continuation school awaiting delivery of their children. Every one of them wishes to keep that child.

Since we are the only infant care center with 20 slots for infants, and all of those filled, with a waiting list, what indeed is going to happen to these 43 children soon to be born?

Briefly, a concern that we must also address is that young parents are frequently so frustrated with the experience of parenting, unless they have the advantage of training in parenting, that it is indeed possible that they could become abusing parents.

Now, I want to end with what we would like to see in more legislation. We need more money. We need longer term funding; going back every year is a waste of time and energy and resources that results in very inadequate planning.

Federal legislation must require the States to continue their own existing level of child care funding, or indeed children and mothers aren't going to be any better off than they were before.

Requirements must be strict. There is no way that we can give adequate care without some kind of standards. We want the inclusion of a private nonprofit voluntary agency in the total picture of child care, not exclusively but we want to be a part of it.

Why do we want this? Our children must receive care. Their parents must have help in order to raise healthy productive adults; and without nonsexist, nonracist quality dimensions, we will not be able to give proper opportunities to the children in all of their diversity.

Thank you.

Senator CRANSTON. Thank you very, very much.

[The prepared statement of Ms. Hessinger follows:]

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YWCA OF LOS ANGELES

STATEMENT TO THE COMMITTEE ON HUMAN RESOURCES

UNITED STATES SENATE MEETING IN

LOS ANGELES, CALIFORNIA

DECEMBER 12, 1977

It is our opinion that unless we as a nation provide increased quality child care, non-racist and non-sexist, to meet the escalating needs in today's society, we are guaranteeing an increasing percentage of adults who are unemployable and indeed permanently handicapped.

Our definition of handicapped includes those who are physically and emotionally abused, those with physical defects both visible and non-visible, and those culturally and educationally disadvantaged. Child care must be readily available to all of these.

There has always been diversity in child care. Many handicapped individuals are often not labeled handicapped before the elementary school years. Diagnostic processes have become increasingly sophisticated over the past years in identifying the non-visibly physically handicapped along with the emotionally handicapped. Increasing numbers of people are becoming aware of individuals with learning disabilities who are now labeled handicapped. However, these sophisticated diagnostic methods have not, to any extent, measured learning handicaps associated with abuse. One cannot expect a person who has been battered physically and emotionally to learn as well as a disabused person. Early intervention in the physical, the emotional, the learning disabilities, and the abuse-related handicaps can profoundly affect the individual's ability to learn.

Children who suffer these handicaps will need teachers and other staff trained in the area of special education. We approve mainstreaming as a goal to provide a favorable learning environment for these children with special needs. However, this has our support only when it is to the best advantage of each individual child and when it takes care not to place a child in a child-care setting or classroom that will interfere with his/her growing and learning. There indeed will be an increased demand for teachers trained in special education for children of various handicaps as their numbers become apparent to society. It may be difficult for some teachers to go beyond the sorting and labeling process. Yet it is imperative they grow into a professional position of being able to accept the responsibility of identifying the handicapped child and prescribing appropriate teaching techniques to aid him.

Abused persons can carry psychological and physiological handicaps throughout their lives. The teen mother can often be an example of an abused person. Sexual activity is occurring among teens at a younger age each year. The increasing numbers of early teen mothers portends a growing problem. Just a few years ago, most teen mothers gave their babies to adoption. Today, the reverse is true. Drawing from 3 San Fernando area high schools alone, an alternative high school has 43 teen girls preparing for delivery within the next six months. Each girl is prepared to keep her baby and wishes to continue her education after delivery. The only existing infant center, located on the campus of San Fernando High School, is licensed for 20 infants, and it is full. This does not take into consideration the girls who just quietly dropped out of school. Many of these girls come from homes where physical and emotional abuse has been common practice for years.

As examples, we cite two case histories. In one, the girl's mother works in a garment factory. This teenage girl is responsible for the house and care of the younger children after school. Her unemployed father is home daily and drinks heavily. By three p.m. when she arrives home, he is most often drunk. Her father may then physically batter and sexually abuse her.

In the second case, the father has a professional position. The mother is at home apparently turning to alcohol out of boredom. Upon the teen's return home from school, the girl is faced with hours of screaming, yelling, and accusations of misconduct, based upon unfounded beliefs about her actions. It would not be illogical that at some point in time she may begin to act in accordance with the accusations.

These teen girls are keeping their babies because they "are seeking some-one to love them." It is the love they have not been able to feel or find in their relationships with their parents, siblings, or friends.

If the girls' parents were neglectful, abusive, or if they disapprove of the young parents for keeping the baby, trouble is ahead. It is entirely possible that the infants' first parent experience and relationship will be lacking of the necessary bonding and attachments needed for a healthy personality.

After the decision to keep their babies for the anticipated loving they shall receive, reality comes forth. Disappointment comes to the teen mother as the baby fails to show appreciation for being born by not always being cheerful, clean, asleep all night, and loving and never angry. In response, the teen mother may model the behavior of her own parents, neglecting and abusing the infant. The possibility of abuse-related handicaps imposed upon the infant in this situation is apparent.

As a single parent, the teen woman needs to complete her education and to obtain a marketable skill. Where shall she find a quality place to leave her infant? Her toddler? Her pre-school child? As the increase in teen parents rises annually, this nation needs additional services for single parents who work by choice or necessity.

There are single parent families for many reasons. According to National Business Woman, November 1977, "there are over 16 million children ages 3 to 13 who have working mothers, but only 1.7 percent were enrolled in day care centers." We ask the question, where are all the other children? Despite the growing number of working women with children, child-care facilities are not growing to meet these needs. Quality child care for pre-schools is way behind, but the greatest gaps in care are infant, including the tremendous need for high school campus sites, and the extended child care for the school-age child. The school-age child not in quality care, who is left to run the streets daily, is extremely vulnerable to drug abuse, exercising vandalism, sexual exploitation, and abuse.

The YWCA can see some hope for campus high school infant centers, if indeed funds from Public Law 94-142 can be used to mainstream teen mothers back into the classroom. We are not certain that that was the intent of the law. We would like to have that answered. The Federal Government must step in to help in all child care. When the next legislation is passed, Congress must write into the law that the new monies are in addition to what is being spent by each State presently. Quality child care is a preventive to the more expensive rehabilitating programs at later years of age. We realize that many wishful thinkers are prompted to economize by attempting to serve twice as many infants and children for half as many dollars. In the long run, this tactic will be financially more costly.

Our children must receive care, and their parents must receive help in raising those children to healthy productive adulthood. Child care, non-sexist and non-racist, of quality dimensions must be available to all children in all of their diversity.

Senator CRANSTON. Ms. Greene, you may proceed.

STATEMENT OF ANNIE D. GREENE, DIRECTOR, SMALL FRY DAY CARE CENTER, LOS ANGELES, ACCOMPANIED BY MARGARET BUCKINGHAM

Ms. GREENE. I am Annie Greene from Small Fry Day Care Center. I want to thank you, Senator Hayawaka and Senator Cranston, for giving us this opportunity to speak before you today.

We will be within our 5 minutes because we are open 365 days a year, and I do not feel that we can express the need within our 5 minutes. We would like to say that if there is any time you have available, we will come wherever you are to give you our view.

Our youngest mother, as Ms. Hessinger has stated, was in high school. Our youngest mother that we have now is in the ninth grade. That means she is 14 years old and her child is almost 2, which means she was pregnant in grade school. This is the need that we have in our area.

We do deal with what they call the Exposition area which is near USC. USC did a survey, and the age range for mothers in that particular area is 11 to 17. Therefore, we cannot express really the need for these mothers in 5 minutes.

Margaret has some statistics that she would like to give to you, and if we have any time left in our 5 minutes, we will be glad to answer any questions.

[The prepared statement of Ms. Greene follows:]

PUBLIC HEARINGS
SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT
of the
COMMITTEE ON HUMAN RESOURCES
Alan Cranston, Chairman

to consider

Child Care and Child Development Programs

Need for Diversity in Child Care Programs

SMALL FRY CENTER
Infant and Child Care
1169 West 37th Street
Los Angeles, California
(213) 734-1141, 734-1142

Annie Doris Greene, Director

In this country today, the needs of children growing up in the complex society in which we live seem to be so unimportant and ignored that they are not given top priority. Those of you who remain uncommitted on the subject of child care and are inactive when it comes to child care legislation, are seemingly supporting a statement of this nature.

A stable financial structure is the essential component for an effective child care center. It is our experience that the number of centers operating, the type of services offered and the quality of these services is directly dependent upon the guarantee of on-going financial support. It is a sad, but true, fact that support for child care is at best meager, in terms of funds allocated, services available and community priorities. Small Fry Center is asking why?

According to the latest census figures available for our area, 80.24% of the population is black. Of the over 75,000 people with an average family income of $7,200 per year, approximately 45% are families headed by a single parent or family member. Only 25% of these families are meeting the minimal level when standard of living is considered, while the other 75% are classified low-income, single-parent and/or recipients of Aid to Families with Dependent Children (A.F.D.C.) These figures alone argue substantially for the need for day care facilities, but when it is considered that there are over 10,000 children between the ages of 3 and 13 years, and at least 8,000 infants, the need for facilities is given even more significance.

Why then, the lack of funding programs devoted to this need? The figures mentioned are representative of a small area of Los Angeles, known as the Exposition Park area, bounded by Washington Boulevard to the north, Main Street to the east, Slauson Avenue to the south and Crenshaw Boulevard to the west. If these figures were multiplied by the number of low-income families found across this country, the numbers would show a significant day care need that is being neglected.

Perhaps we have painted a bleak picture, but it is the duty of the artist to paint what he or she sees. We wish not to complain, but rather we wish to take action to alleviate as much of the problem as possible.

According to the Child Care Referral Service of the Joint Center for Community Studies, located in Los Angeles, there are 104 child care centers serving residents of the Exposition Park area. Of this total, 61% are Family Day Care Homes and at maximum capacity may only care for five children per site. Less than one percent of the 104 centers, or a total number of 8, are licensed to care for more than 60 children. Therefore, of the 18,000 infants and children in the Exposition Park area, less than 2,000 could be cared for if each existing facility was filled to its maximum level.

In comparison with these statistics, Small Fry Center is definitely unique. The Center is the only program offering 24 hour child care throughout the year, and is currently able to serve 125 children daily. Of the limited number of centers that care for infants, Small Fry Center alone accepts infants below the age of 6 months and has offered care to many ranging in ages from 3 days to 10 weeks.

The child care program at the Center allows the parents of low-income, single-parent families to attend school for training which leads to employment and allows other parents to be employed and maintain a livelihood for their families. The programs at Small Fry Center are unique in that the emphasis is upon the child's cognitive and psychomotor development, a relatively new concept in child care. The success of these programs is attested to by the parents of the community who, year after year, have entrusted their children to our Center in ever increasing numbers.

By offering 24 hour service daily, Small Fry Center is able to allow for emergency child care and to provide for other community needs. The Center has been priveleged in the past to assume round-the-clock responsibility for children whose mothers were unable to care for them and who had no family or close friends to turn to for assistance. In a community such as the Exposition Park area, the needs of the incarcerated parent, the sickly and infirm, the low-income parent and the single parent cannot be ignored and Small Fry Center hasn't the heart to deny these families the emergency care that is necessary. In addition, the average age of our parents ranges from 13 to 18 years, with some so young as to be giving birth to their children while enrolled in a local junior high school.

Certainly services as diverse and important as those which Small Fry Center offers should have no problems obtaining financial support. However, acquiring funding is in a state of crisis. Small Business Administration

(S.B.A.) support is not available to us because the Center is a non-profit corporation. Private banks will not accept our State of California funding contracts as collateral on commercial loans because we are not specifically employed by the state and do not have a guaranteed form of income. The state funds only cover a small portion of our child care costs and, in addition, the state program disallows any parent from paying more than a prearranged fee daily. Thus, we are faced with an urgent need for working capital in the amount of $50,000 per year, just to meet our costs. The financial problems of Small Fry Center are indicative of those facing other inner-city centers across the country. While continually searching for additional money, prayer is comforting, but it doesn't pay the bills.

The South Central Los Angeles area, and specifically the Exposition Park community, can no longer financially support a child care center with quality staffing and services without federal assistance. A comprehensive program, supported by a guaranteed source of funds, is essential in meeting the needs of our community. We believe federal action imperative to achieve effective child care programs. Without proper care, what will the adults of tomorrow become?

Small Fry Center wishes to thank Margaret Buckingham, Robert Greene, and Choral Nasser for their efforts in composing this paper.

Senator **Cranston**. Ms. Buckingham, you may proceed.

Ms. **Buckingham**. I am Margaret Buckingham. I have been a volunteer in Head Start's Center for over 2 years. I have a master's degree in special education from the University of Southern California.

I would like to address myself initially to the fact that a stable financial structure is the essential component for an effective child care center. It is our experience that the number of centers operating, the type of services offered, and the quality of these services is directly dependent upon the guarantee of ongoing financial support. It is sad, but support for child care is at best meager in terms of funds allocated, services available, and community priorities.

According to the latest census figures available for the Exposition Park area, 80 percent of the population is black. There are over 75,000 people who have an average family income of $7,200 per year.

In our area, 45 percent of the households are headed by a single parent or family member. Only 25 percent of these families are meeting the minimal level of standard of living, and 75 percent of the families are classified low-income single parent and/or are recipients of Aid to Families With Dependent Children.

In this area we find that the incarcerated parent, the sick and infirm, the low income parent and the single parent has to be serviced, and with this, we will not deny services to any family that needs it. It is an emergency care center and we are especially concerned with the parents finding us available to help them.

Certainly services as diverse and important as those which Small Fry Center offers should have no problems obtaining financial support. However, acquiring funding is extremely difficult for us. Small Business Administration support is not available to us because the center is a nonprofit corporation. Private banks will not accept our State of California funding contracts as collateral on commercial loans because we are not specifically employed by the State and do not have a guaranteed form of income.

The State funds only cover a small portion of our child care costs and the State program disallows any parent from paying more than a prearranged fee.

Thus, we are faced with an urgent need for working capital in the amount of $50,000 per year just to meet our basic costs. The financial problems of Small Fry Center are indicative of those facing other inner-city day care centers across the country.

The south central Los Angeles area and specifically the Exposition Park community can no longer financially support a child care center with quality staffing and services without Federal assistance. A comprehensive program, supported by a guaranteed source of funds, is essential in meeting the needs of our community. We believe Federal action is imperative to achieve effective child care programs.

A few moments ago you referred to China and Israel and their form of education. I just returned from Russia and Israel and I don't think there is any way to compare the needs in this country to the child care needs of Soviet bloc countries or Israel. Their form of government and lifestyle are so entirely different and their form of child care is different, also.

In the Soviet Union a child is taken from the home at 2 years old and put in a state-supported school. From birth to 2 years old the child is generally taken care of by the parent or I found quite often by a grandmother. That is because the mother must go back to work. That is the Soviet Union.

In Israel each area has its own pattern and they differ in each one. I found many women in Israel being relegated to child care.

Senator **CRANSTON**. How do they get relegated?

Ms. **BUCKINGHAM**. I am not sure.

Senator **CRANSTON**. I didn't mention the Soviet Union, incidentally, and China would resent being referred to as part of the Soviet bloc.

Ms. **BUCKINGHAM**. They certainly would.

Senator **CRANSTON**. Thank you very much.

Ms. Richards you may proceed.

STATEMENT OF LOIS RICHARDS, CALIFORNIA CHAIRPERSON, ASSOCIATION OF PARENTS AND DIRECTORS TOGETHER (ADAPT), ACCOMPANIED BY ERNEST BAILEY, CHAIRPERSON, SOUTHERN CALIFORNIA ADAPT

Ms. **RICHARDS**. Thank you very much. My name is Lois Richards. I am chairperson of the State ADAPT Association which is a California/Nevada Association for Head Start members and parents. I am the director of the Head Start program in Pasadena where we have a teen parenting program which takes children from 6 weeks through school age and model family day care in addition to the Head Start program.

We have a waiting list for all of these services that our program offers.

I think the need for additional child care and for diversity in child care has been documented by the various people who have spoken. Each time we hear of waiting lists which go unanswered and of family needs for gainful employment which go unmet because there isn't adequate child care. I don't think we need really to have any further research to document the fact that child care is needed.

I think the time for research and for demonstration is done and it is time now to get funds to provide programs for people.

Therefore, rather than addressing the needs for diversity, I would like to make a few suggestions as to how we should go about this.

One was touched upon and that is the fact that every form of care for children, whether it is care for sick children or 24-hour care, has been demonstrated. We don't need any more demonstrations. Anyone who feels that we need more research to see if there is a need, need only to listen to the people who are here present.

I think research and demonstration funds would be well placed in programs to serve people.

Another area that we need to consider in providing day care for children is the fact that day care providers should perhaps take an example from American business. We need to consult the consumer.

In day care, the consumer is the family who uses the care rather than the provider. I think that we need to listen to the people who need care for their children to find out what the shape of that care should be.

We have delivery systems already in place in this country. Head Start is a system which is a national system. California has its own day care delivery systems as do other States.

To use these systems that are already in place will cut down on money for administrative costs and allow money to go directly to services for children.

Another factor that I think is essential in the effective delivery of day care services is to avoid the duplication of services "witch hunt" that goes on in all human services programs. I think until no programs have waiting lists, until we know that all children are served, then we need to resist the urge to go around looking for duplication of services to people.

Strive for a national commitment for day care and for money to meet family needs is the first thing that we need to do, but we also need to remove the brokers from the system for they raise the cost and slow down the delivery of services.

We need to listen to the families, to what it is that they want for their children, and we need to give these services without overconcern for duplication until we know that all families are served.

I thank you.

Senator CRANSTON. Thank you very much.

Mr. Bailey you may proceed.

Mr. BAILEY. Senator Cranston, distinguished committee members, ladies and gentleman, my name is Ernest Bailey. I am director of Head Start at the medical school and the southern California chairperson of the Association of Directors and Parents Together.

The task assigned to me by the committee, the need for diversity in child care programs, should provide us with the joint opportunity to explore those areas where there exists a need for diversity.

My particular area of concern is the poor people in our community whose needs are the greatest but lack such a forum as this to express those needs. Many parents in low-income communities will tell you they will be glad to take jobs that are available if they can find decent, quality child care facilities in their own communities.

When the average American thinks of a child care facility, they are reminded of a nicely painted building, such as we pass on the way to the nearest freeway. Those buildings are well lighted and nice and they have pictures of horses and cows and little children on swings, and they are advertising themselves in the media.

To the mass of poor people these facilities simply mean that we must look elsewhere because they are middle class and extremely expensive. The going rate for such child care services as I have described amount to in excess of $150 a week for one child. Obviously they are priced out of the range of the low income consumer.

In the ghettos of this city, it is a neighborhood lady who takes in children for $3 to $5 a day, has no advertising budget or high utility bill, and those services of this lady are in great demand.

These community women provide children perhaps with only one meal a day, no health care or educational services are provided. The idea of a staff nurse or field trips to exciting new places is simply out of the question, for when we leave our children with these ladies, we leave them with the best dietician, the best teacher of survival skills, a practical nurse, a stern disciplinarian and above all, one who actually cares for children.

Most importantly, these children get a sense of self and togetherness not likely to be found in a more institutionalized environment.

We must provide more positive kinds of support for these persons and most of all, attach no strings, no punishment criteria and a non-bureaucratic form of technical assistance to upgrade these facilities, and more importantly, to learn from them.

Obviously, they have survived for many years, helping many families and raising millions of kids without the assistance of the bureaucracy.

Senator Cranston, in closing, I wanted to add, and I think I told a member of your staff this, that after considerable thought and reflection on my part I would like to respectfully offer my thoughts relative to today's hearing and the conduct of same.

As the news of the hearing spread throughout southern California, it became quite clear that the staff work was being conducted at an empirical level. A review of the list of witnesses reveals that no more than six persons submitting testimony have a grasp and an awareness of the everyday trials and problems that are faced by low and no income residents of our community.

The list does contain a liberal sprinkling of political representatives and persons from areas whose income level makes the matter of adequate child care facilities rank only behind that of the docking fee for the boat and the yacht.

My concern, Senator Cranston, is respectfully addressed to the level of commitment for significant change for the opportunity of poor recipients, low income consumers, to be a part of that movement.

I thank you for the opportunity to present my testimony and I look forward to significantly new and innovative developments in the area of providing services to families of children.

Senator CRANSTON. Thank you very much.

I would be very glad to have suggestions from you as to who you think could give us the advice you think we need. We do want to have a balanced representation so that we understand to the best of our abilities the points of view of different people who see this in different ways, who face different problems.

I thank you for your frankness on that point.

I would like to ask the two of you if you have any thoughts on what can be done to promote the maximum degree of parental involvement in whatever approaches are worked out.

Mr. BAILEY. We have done very good with Head Start and we need it in this field.

One point is, I think when the structure attempts to address itself to the needs of people they attempt from a biased perspective because they do not involve the people whose needs they are addressing themselves to in that political process.

I think that is evidence, Senator Cranston, as long as I have known you, in the conduct of these hearings, that I attempted to state that the people who design the hearings have no idea about the processes. The process is done where we worry about light bills and food bills and water bills, and before you can design any program for people at a national level, you first have to involve the people who know what the water bill is before they pay it, the people who have to argue about things daily, the people who go to sleep crying and wake up angry; those are the people who have to be involved in the process.

Senator CRANSTON. Thank you very much.

I'd like to ask you, Professor Hessinger, you mentioned three groups, handicapped children, teenage parents, school age children, whose needs are not adequately met. At the hearing in San Francisco we had testimony of the need for all types of child care, infant care, handicapped care, 24-hour care, sick care, drop-in or crisis care, family day care, community-based programs.

It may not be possible to offer each type of program in each community. How do you think we can determine and who should make the decision as to what types are particularly needed in a given community and should be available there?

Ms. HESSINGER. I think there is no question, we have to involve the parents. I responded very much to the concerns about grassroots involvement in our own child care. One of the requirements is the parental involvement, parents learning parenting.

I imagine that in any municipal or urban area that you would find sufficient children with the needs, with the diverse needs, to address specialized child care to them. However, we believe that insofar as possible, we need to bring children with handicaps, and as I described earlier, the broad spectrum as we see the handicapped, we need to bring this into the main line; they're using the word "mainstreaming" now.

Child care facilities should be able to deal with the child who has a handicap as well as the nonhandicapped child if for no other reason than we must develop an understanding for the nonhandicapped of what there are in realities of those who are handicapped and for the handicapped child, we must get to them that they are not going to be pushed off into some limbo of society.

This is, for the most part, best done if we can include them in the total program. Sometimes it is simple; sometimes it is very difficult, and there may be points at which it is impossible.

Senator CRANSTON. Thank you.

I would like to ask one question about the "Small Fry Center." The unique aspect is the 24-hour-a-day availability. Are you actually open, available, 24 hours a day, 7 days a week? And how does that work, what kind of things do you do in the odd hours?

Ms. GREENE. We are open 365 days, 24 hours a day, and some of the mothers, like I said, are very young. If it is nighttime we have a night number within the center where they can call. We have gotten calls at 5 o'clock in the morning or 2 o'clock at night from the police department. One mother was in jail. She had five children at home.

What do we do? We get up and go to the house. The police is there. They let us in and we take the children home until she gets out. This is why we said 24 hours.

Whatever the need is for the community, this is what we're trying to do.

Senator CRANSTON. Where do you have the children then?

Ms. GREENE. We have two buildings.

Ms. **Buckingham.** In terms of the children we have right now, our earliest child will come at 2 or 3 in the morning now. Our last child will often leave at 12 or 1, so we are basically a 24-hour operation.

Senator **Cranston.** Is that a regular schedule?

Ms. **Buckingham.** Yes; and there aren't always 125 children there but we will see 125 children during the day.

Ms. **Greene.** And the youngest child we have had was 3 days old. The mother was in jail so we had him for 4 months. These are the 24-hour shifts we take care of in our community.

Ms. **Buckingham** You asked a question a moment ago about how to determine which service to make available in an area, find out what is needed.

Senator **Cranston.** Yes.

Ms. **Buckingham.** What we found in our center is that the needs for the community become very apparent, if you have a center going and someone knows somebody can come and take your child at 2 o'clock in the morning or whatever it is, that happens.

In determining that, it is merely an ability to hear what is happening in a community, and for you to sit in your position and know what is needed in the Exposition Park area is impossible. We need to delegate authority and responsibility to the people in the community.

Senator **Cranston.** Thank you all very, very much.

Our next panel is on proprietary child care programs, with Jerry Spresser and Wayne Smith, National Association for Child Development and Education; Jack Perry, American Pre-Schools; Earl Peterson of Gerber's Children's Centers, Irvine; and Roger Williams of Mini-Skools, Newport Beach.

STATEMENT OF WAYNE SMITH, EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION FOR CHILD DEVELOPMENT AND EDUCATION; JERRY SPRESSER, PRESIDENT, NACDE; JACK PERRY, AMERICAN PRE-SCHOOLS; EARL PETERSON, GERBER'S CHILDREN'S CENTERS, IRVINE; AND ROGER WILLIAMS, MINI-SKOOLS, NEWPORT BEACH, A PANEL

Mr. **Smith.** My name is Wayne Smith. I am the executive director for the National Association for Child Development and Education.

At this time I would present G. J. Spresser, president of our organization. Mr. Spresser and I were waiting for Senator Hayakawa to return.

I wanted to compliment the chairman and Senator Hayakawa, both because I have been involved, not being a Californian but from Washington, D.C., in working with your subcommittee since its inception. You are the first subcommittee who has gone out to have field hearings. I think you should be complimented. I think the people in California should take that into consideration, that you have had two hearings, one in San Francisco and one here in Los Angeles.

The previous chairman, then Senator Mondale, who has been chairman of this subcommittee, never had a field hearing in the 6 years the subcommittee was in operation. So again, Senator Hayakawa and Senator Cranston, we want to compliment you.

By going to the people, you have heard expressions here today from all areas. We would recommend that your next set of hearings would be in Washington and bring the various people from HEW, the various State officials who are working in this field, and then ask them the questions that have been raised here today about the waste, the inefficiencies, the cost of administration.

You two Senators approved in the past Congress, and in the Congress before, an additional $200 million for child care services under title XX, under 100 percent grant to the States for child care services.

The General Accounting Office has shown, Senators, that appropriated money has not gone to child care. It has gone to other services and the children of America are not receiving that money.

That is the question that you should address to Secretary Califano, to the various other Assistant Secretaries of HEW, why you as legislators who are concerned about child care are taking the money, passing it, sending it to the States, and then the money is not being used for the child care services of America.

At this time, Mr. Chairman, Senator Hayakawa——

Senator CRANSTON. May I interrupt for one moment? I thank you for your comments about our efforts. [Off the record.]

Mr. SMITH. Mr. Chairman, Senator Hayakawa, I would like to ask if we could use the format followed on the U.S. Senate floor and ask the Chair if Mr. Peterson and Mr. Williams and Mr. Perry could allot their time to the president, Mr. Spresser, because his statement will go past the 5-minute rule.

These gentlemen will allot their time for Mr. Spresser to proceed with his statement.

Thank you, Mr. Chairman.

Senator CRANSTON. You gentlemen have that worked out among yourselves?

Mr. SMITH. Yes, we have.

Senator CRANSTON. Fine.

Mr. Spresser, you may proceed.

Mr. SPRESSER. The members of your committee, Mr. Chairman, as do other legislators in every part of our Nation, find themselves in a raging debate over subsidized day care. From all sides, you and they are being pressured to increase the range and size of Government's already large investment in preschool services. In the fiscal year ending June 30, 1975, the Federal Government alone allocated more than $1.4 billion.

Here in California we estimate that the three tiers of government are spending $110 million each year to provide varying levels of care to 56,000 plus pre-school and school-age children in subsidized day care programs. That is probably a mere beginning.

The California universe of children in need of care is declared by the State to be in excess of 1 million. Projection of present expenditures without adjustment for effects of inflation would come to more than $2 billion.

Nationally, according to a quotation attributed to this subcommittee, there are 6.4 million preschool children who have working mothers while only 1.6 million are cared for in licensed programs. Costs for the additional 5 million would be at least an additional $10 billion annually.

NACDE believes that the answer lies elsewhere than in pumping more and more dollars into subsidized programs. We are confident, rather, that the answer lies in getting greater value from funds already allocated. We are equally certain that the amount of subsidy per child can be reduced without compromising on the quality of delivered care.

NACDE is firmly devoted to licensing and to monitoring. We call upon our members to commit themselves to delivery of a standard of care which merits, in the truest sense, the rating of "quality."

Typically the NACDE member provides a level of care which is at least as good as, if not better than, the care afforded by State-financed centers. Any of us here would be happy, at your convenience, to receive members of this panel in any of our centers in order that you may determine for yourselves that our product is of a superior quality.

A favored way to bad-mouth proprietary child care is to try to brand us as low-paying employers. It is true that child care is a labor intensive service, and that we feel every fluctuation in wage levels. It is also true that some of our support staff and paraprofessionals are paid at the basic minimum. But we pride ourselves on affording opportunities for advancement and for encouragement to staff members to improve their competencies, an aspect of care which has our constant attention.

It is irritating for us to read or to hear slurring remarks about the quality of care in privately owned centers. Such remarks are frequently accompanied by the implication, or the open charge, that we are simply trafficking in tiny lives. We find nothing inappropriate in the profit concept, and we think it perfectly proper that well-directed centers can show both a bright picture of child care and a black bottom line.

In reverse terms, we do not downgrade the quality of care provided in subsidized centers. We believe there is some overstaffing and that there are some unrealistic salary levels. We believe, too, that value received may not warrant the level of expenditure.

Stated differently, NACDE wonders if it should be the mission of the Federal Government, very particularly, to sustain a huge bureaucracy to administer a day care mechanism that is energy inefficient.

Please consider the administrative costs of the Federal program and its complications.

NACDE views with satisfaction the latest postponement of Federal day care requirements to be imposed on a nearly universal basis.

NACDE, we repeat, supports and advocates universal licensing, and total compliance with established standards. We consider that the so-called FIDCR standards were conceived improperly and that they have grown monstrously.

A simple illustration, purposely understated in terms of wages, demonstrates the impact that staff ratios have on the cost of child care. For the sake of simplicity, we will assume that each child receives 50 hours of care a week, that staff members are paid $3 an hour, and that fringe benefits amount to 15 percent of the wages.

Labor costs of 50 hours of care would be $172.50.

The staff to child ratio would be 1 adult to 3 children, labor costs per child per week $57.50; 1 to 4, $43; 1 to 5, $38; 1 to 7, $24; 1 to 10, $17.25; 1 to 11, $15; 1 to 15, $11; 1 to 18, $9; and 1 to 22, $7.

Before allocating additional tax dollars to subsidized child care, NACDE believes that governments should reexamine their existing child care policies. The twin object of that examination should be to determine if there are better ways to spend few dollars. In short, government at all levels should act swiftly to place top priority on development of a child care mechanism which would deliver the best possible care to the largest possible number of children.

A tumult was raised here in California when the "Final Report" of the Stanford Research Institute suggested in 1975 that there is no shortage in the supply of child care and none in the availability of facilities for such care to be delivered. Sufficiency means different things, depending on its usage.

NACDE believes that beauty is in the eye of the beholder and that one person's vision is another person's blindness.

We are certain that the views of all should be taken into account when determining requisite levels of performance and when shaping policies.

Although we believe the Federal Government has too imposing a presence on the child care scene, we know there is a place on that scene for both the executive and the legislative branches of Government. Just so do we know that there is a place both in the developmental and the delivery systems for private enterprise to take a major part.

We hope that we will not see a repeat of the most recently considered child care legislation which undertook systematically to exclude the private sector and to ostracize the private provider. That result would have been accomplished through the "prime sponsor" mechanism, a mechanism designed to prevent proprietary participation.

Furthermore, NACDE holds that the parent or guardian should have more freedom in selecting the location and the type of care a particular child should be accorded.

In theory, such a system already prevails among persons eligible to receive aid to families with dependent children, AFDC. Cash payment is certainly preferable to arbitrary assignment to a particular caregiver. Our observations of the cash payment process has left NACDE with some misgivings and we think the voucher system is one alternative.

The important thing is that parental options have a precedent and that the door should be opened all the way.

And so, Mr. Chairman, NACDE comes now to its recommendations. We submit that the national imagination would be staggered by the size of the potential price tag to be placed on a proliferation of the Government day care system as it exists presently.

We point out that the giant agency trying to cope with the problem is in trouble on all fronts and that it needs to be slimmed down. We are certain that the resources of the taxpayer are already being stretched to the outer limits and there will be a concerted rebellion against a machine which has an uneconomical "burn pattern."

We place a price of 68 cents upon our base unit, a cost which relates to California's $1.73 for the base unit of one child care hour.

Accordingly we recommend:

No. 1, funds already appropriated should be expended in such a way as to cover the maximum number of children.

No. 2, until a reliable study demonstrates to the contrary, available funds should be expended in the present universe of centers, of all types, rather than in the creation of additional facilities.

No. 3, the Federal Government should recognize that civil servants may know less well than the parent or the guardian the type of care a child should have, and that parental choice should be widened both in developing the child care mechanism and in the freedom of delivery selection, whether by voucher or otherwise.

No. 4, the difference in hoped for quality does not justify the cost of imposing high staff ratios such as those in FIDCR. The State of Texas has evolved what we see to be an acceptable set of standards and has gone through the process in such a way as not to alienate the private provider.

No. 5, the maximum child care value per diem is reflected in the combined experience of private providers who deliver a comparable product at prices vastly dissimilar to those in the public sector.

No. 6, all centers, be they public, private nonprofit or private for profit, should be given competitive access to the publicly funded child care system.

No. 7, the private sector brings forward the most knowledgeable field workers and should be given a voice in the modification of existing child care structures.

No. 8, Federal standards should be advisory rather than mandatory and when States elect to exceed the advisory levels with a resultant increase in delivery costs, that greater cost should be made a part of the State's "match."

Mr. Chairman, we have come forward with only a brief comment and a small package of proposals. We hope these proposals will be found to possess something to commend them, and NACDE expresses earnest appreciation for the opportunity to let our views be known.

Thank you.

Senator CRANSTON. Thank you very, very much.

Before proceeding, I would like to yield to Senator Hayakawa.

Senator HAYAKAWA. Mr. Spresser, I am very grateful to you for your comments. Does this mean that you are very much in favor of these child care centers as private enterprises?

Mr. SPRESSER. Yes, sir.

Senator HAYAKAWA. And you will be paid by voucher system?

Mr. SPRESSER. Yes, sir.

Senator HAYAKAWA. And that voucher is assigned for children on the program of aid to families with dependent children?

Mr. SPRESSER. And also allow the mother to go to any school that she wishes to use that voucher.

Senator HAYAKAWA. I want to get back to those startling statistics and ask you to comment on this. "We place a price of 68 cents upon our base unit, a cost which relates to $1.73 for the base unit of 1 child care hour."

Mr. SPRESSER. I will let Mr. Williams answer that. He is from California, sir.

Senator HAYAKAWA. All right. That is really a very startling figure.

Mr. WILLIAMS. I believe that figure was taken from the report prepared by the Office of Educational Liaison, their final report, where they, in fact, conducted quite an exhaustive study of private versus nonprofit centers. That is the conclusion they reached, that private, for profit centers were delivering child care service at roughly one-half the cost that was being provided in the State funded centers, which would have been fine if they could have found any appreciable difference in the quality of services that were provided but, in fact, they could not.

Senator HAYAKAWA. The quality of the services provided by the privately operated day care centers was equal to or even superior to the State operated?

Mr. WILLIAMS. According to that report.

Mr. SMITH. Senator Hayakawa, that information is in this background material we will submit for the record, because of the time limitations, and I think it will be most helpful to you.

Senator CRANSTON. Fine.

Senator HAYAKAWA. May I ask finally, before I leave, tell me what the National Association for Child Development and Education, is this an association of all of these privately operated centers?

Mr. SMITH. We are commonly known as the taxpaying element of child care, not the tax consuming. The situation is, as you know, Senator, you followed this and as you read the Senate finance report, 1974, 70 percent of children are in private care today.

That means that these people who have hundreds of centers, just among these people at this table, have made a great deal of success by taking care of children.

And remember it is parents who are satisfied with our programs who continue to enroll their children in our centers for years and years. Remember, federally funded child care came into existence basically in 1968. Previous to that for years and years these people provided that child care in America.

Senator HAYAKAWA. And this national organization, then, sets up certain standards?

Mr. SMITH. That's right. We work diligently with those criteria. We ask that all of our members be licensed in the State that they do business in.

Senator HAYAKAWA. That is something you insist upon quite firmly?

Mr. SMITH. Very much so.

Senator HAYAKAWA. Thank you very, very much.

Senator CRANSTON. Thank you.

The 15 minutes was almost used up, not quite. Does anybody else have anything to say before I ask a few questions?

First, let me ask you, do you have any theories or evidence to indicate what happens to the 5 million children who are under 6 whose mothers are working who are not, the children are not, in licensed day care centers?

Mr. SMITH. Basically they are in a so-called underground. Maybe you didn't hear that term this morning, but you heard they were in substandard facilities. That means they were with their grandmother, they were with a babysitter who was not being paid the minimum wage. And that is another thing that the Senate passed and has not been enforced, the minimum wage. If the mother has a full-time babysitter in her own home, she is supposed to be paid full minimum wage.

Again, we have asked the Department of Labor to look into that matter. You people pass legislation and ask the Department of Labor to enforce it and they're not. And again there is this substandard quality that goes on in America. That is where it is, in the homes and various other facilities.

Senator CRANSTON. How many would you imagine are just left at home without any care at all? Do you have any statistics that indicate that, any surveys, anything of that sort?

Mr. PERRY. I am not aware of any surveys. Senator, I follow that very closely and I don't know of any evidence that has been reported recently. Several people have commented here today, and we witness it every day.

Senator CRANSTON. Do you have a comment on my question?

Would you identify yourself for the record?

Mr. WHITTEMORE. Michael Whittemore, chairperson, Children's Center Committee.

I think the question should be asked, what is the formal training of the staff that is provided. I wonder how many career teachers they have at $2.50 an hour.

Senator CRANSTON. Are you talking about the staff in their——

Mr. WHITTEMORE. Yes, I wonder how many career teachers they have if they are working for $2.50, $3 an hour.

Senator CRANSTON. A good question.

What is the answer?

Mr. WILLIAMS. I think the real question he is asking comes back again to the quality of care. I am with a company, as you know, Mini-Skools, and we operate some 82 child care centers in 8 States and 2 Canadian Provinces.

We care for over 12,000 children everyday. Now, believe me, if our staff is not delivering the quality of care that parents wanted, they would let us know very rapidly by simply walking out the door.

Parents make suggestions on the quality of our care each and every week. And believe me, if we are not delivering that quality, if our staff is not trained, if they are not delivering the other components of care that the parents feel they are paying for, then they vote with their feet and they do it very rapidly.

Senator CRANSTON. I have seen several people shaking their heads negatively about your response. Clara Godbouldt, what is your response or comment on that answer?

Ms. GODBOULDT. He didn't answer the question, he asked how many teachers were working at $2.50 per hour. He talked about many different things.

Senator CRANSTON. Would you come up here to the mike. Would you state the question as you would like it stated, Clara?

Ms. GODBOULDT. Yes, he didn't answer the question. He asked him how many teachers he had working for $2.50 an hour. He evaded the question altogether. He talked about something else.

Senator CRANSTON. Could we have an answer to that question?

Mr. PETERSON. My name is Earl Peterson and I represent the Gerber's Children's Centers.

I think one of the problems here—I will reply directly to his question but I would like to lead into it. One of the areas I think we need to clarify is under the current funding situation that we have throughout the country, and particularly in California, if we have children involved in proprietary day care it is usually full cost, that is, the parents themselves are paying the bill.

There are very few, there is only a very small percentage of families who are involved in any kind of subsidized care.

Therefore, proprietary day care by necessity has provided facilities for what we would classify as middle class income communities.

Now, in our own situation, in answer to the question from UTLA, we have probably 25 percent of our staff that are degreed people. These are people for various reasons, one is their children are grown and they want part-time employment. They aren't willing to work a full day. Therefore, they are willing to work for less money on a part-time basis.

I think it is important also, in replying to that comment, each State has its own particular set of rules and regulations as far as teacher requirements are concerned. In California currently the requirements are 12 semester units in early childhood education or a degree or above.

Now, all of the schools that are licensed in California, as we sit here, are all licensed facilities and comply with those regulations.

Senator CRANSTON. I would like to ask if any of the headshaking that I saw had to do with questioning whether parents are always able or willing to comment or know about the quality of the care; and I see many affirmative headshakes.

All right, that is one of your questions.

Mr. SMITH. I think to address that, Senator, I think this is the problem, that in the 6 years that the subcommittee has come up with comprehensive child care legislation, and has never passed, is that the parent does not understand what quality child care is.

A Congressman in Lexington, Ky., last week, Mr. Chairman, a colleague of yours on the House side who has been a leader in this legislation, said that he was doubtful that any child care legislation would ever pass of the magnitude of a Mondale-Brademas bill, because the parents did not come forward and lobby for that kind of legislation. So those people who are nodding their heads in the back are absolutely correct in that the parent today has a lot to do to understand what is meant by quality care. Then you will get good quality care in America.

Senator CRANSTON. A lady back here wished to be recognized. Could you identify yourself very briefly.

STATEMENT OF JACKIE TISHLER, DIRECTOR, FAMILY DAY CARE, BIG SISTER LEAGUE, LOS ANGELES

Ms. TISHLER. Jackie Tishler, director of Family Day Care, Big Sister League, Los Angeles.

Parents really don't recognize what quality care is in child care, and part of the funded programs mandates that we educate our parents in what good child care is.

Very often, parents will bring their children to private schools and really look at how much it costs and equate that to quality care.

Senator CRANSTON. Identify yourself and be very brief, please.

STATEMENT OF ROD RODRIGUEZ, HEADSTART PROGRAM, SAN DIEGO

Mr. RODRIGUEZ. I am Rod Rodriguez and I work with the Head Start program of San Diego.

Senator, you have not received a clear answer to your question that you repeated several times; what happens to children for whom adequate day care is not available or affordable to their parents.

I submit that it is very difficult to gather statistics on this. Those of us who work daily with these families know many of those children are abused or neglected, many of those children are informally adopted by neighbors and grandparents. Many of those children are out of school and don't go anywhere, don't go into kindergarten or regular school, and stay out of school permanently. Many of those children are handicapped children for whom special services are needed. They are retained at home or provided very poor services or a combination.

Senator, there are those children, and one of the difficulties is getting national statistics on what happens to those children. We do not have the resources or the time to gather statistics. For God's sake, let's not go from here without answering your question with another question; when are we going to get together and find out what is happening to those children.

Let me submit that if the Federal Government, through the States, would conscientiously and genuinely create an effort or man an effort to find out what happens to those children, those of us who work with them daily could tell you.

Senator CRANSTON. I would like to ask that those who have spoken from the audience, if you would please come up here before you leave and identify yourselves, your name and affiliation, for our record. Otherwise, we will have an incomplete record.

I would like to go back to the gentleman who just spoke. Do you have any suggestions you can give us, not verbally now but perhaps in writing, based on your experience as to how we go about conducting a survey with reasonable dispatch and not too great expense that would answer this question more definitively and statistically?

Mr. RODRIGUEZ. In San Diego the various agencies, such as the school district and the other organizations that are concerned with child care, have in part the framework and the mechanisms to determine these things.

Senator CRANSTON. Would you talk to Susanne Martinez on my left after the hearing about how we can work on that.

What is your name, please?

STATEMENT OF EMILY MARSH, LEARNING UNLIMITED, WATTS

Ms. MARSH. My name is Emily Marsh and I am from Learning Unlimited. We have set up a circle of day care homes under AB 3059.

We have a problem in our agency of not being able to take care of protective children, those that are abused and deserted. We have a situation in Watts where we cannot get letters from the Welfare Department stating that these are needy children.

We have one case where both parents are in prison for life, their grandmother is in and out of the hospital with a cardiac condition, their uncle is so inebriated when he picks them up that he can't drive a car; yet we cannot pay that provider for full day care because we cannot get that slip of paper from the Welfare Department.

Now, the agency is paying that provider out of other funds, and this is a very important situation because there is no linkage between the different agencies in reference to these children that are being deserted and left without any care.

This provider tells me she sees dozens of these children and she takes them home and adopts them for the time being until they get other help.

This is a very important situation.

Senator CRANSTON. Thank you very, very much.

I would like to return to the witnesses at the table for one moment now and I will toss this to whoever wishes to respond.

Under the voucher system approach I gather you approve of, who should be responsible for determining program quality, the agency issuing the voucher, the participating parents, what combination of that or whatever?

Mr. SMITH. I think it should be followed like in the state of Florida. Other witnesses have declared that Florida had one of the finest systems, where the parents and the providers worked together. The money comes to the parent, the parent has the choice.

In the County of Milwaukee, Wisconsin has just instituted that program and, Senator, I think it would behoove anyone to go down to Florida or go to Milwaukee, Wisconsin, and to take a look at either as an example, because in your San Francisco hearings, this was the cry of the hearing, let's put a voucher system into effect.

We have been advocating that ever since this organization started back in the early 1970's.

Senator CRANSTON. Do you feel there are many children who need day care of one sort or another whose parents would like to have that care but there are simply not enough available opportunities presently?

Mr. PERRY. Yes, Senator, I do. I think, as several people have commented, it is a very difficult thing to prove, it is a gut level feeling, but I think there is no doubt about it.

Senator CRANSTON. Do you have waiting lists for admission to your institutions?

Mr. SMITH. In certain areas, yes, Senator. There are areas we do have vacancies. That's why the Stanford Report, I think you may have read that in 1975, shows that there are certain areas in the United States where the use of funds is concentrated on administration. You can go to State after State—I just came back from one of the Midwest councils, and the people in the Midwest showed to their Congressman that 50 percent of the money provided for title XX goes to administration.

High salaries are paid for pushing paper, instead of caring for children. We just saw, it just came out last week, these are the regs, brand new regs for title XX, if you gave it to these people in this room to try to understand what all of this gobbledgook means, they would spend hours and hours and hours instead of taking care of children, trying to figure out what is supposed to be done.

Senator Cranston. I want to say first the nature of this hearing has given anyone who is able to be present and who is interested an opportunity to have some input. We welcome written comments or communications after this to the staff that will remain after I depart from anyone here who has any thoughts, and I want to apologize for this 5-minute rule. I know how offensive that can be when you have so much you want to say and feel this is the opportunity to express very important views and provide very useful information on all this, but you do have the opportunity to get written statements to us now or in the future. We want all the ideas we can get to try to help us make sensible decisions. We just have the constraints on our time and the constraints on the time of others, but we are going to do our best to understand this thoroughly, get everyone's ideas that can be of value in guiding us before we start trying to act.

Mr. Peterson. If I could just add one comment. I think one of the things we are interested in at this particular point, as we develop a system, whatever that system may be, is that the private sector should be allowed to be included, and right now you have a piece of legislation that has been introduced by Bob Packwood which is called the Packwood-Moynihan Tuition Tax Credit Act of 1977, which has now been given a number, Senate bill 2142, and by very definition of nonpublic, it excludes proprietary schools for profit, and we find that this is true in the California Educational Code.

Senator Cranston. You have made your point very clear.

Could I have a copy of the cumbersome regulations you were referring to. I have heard more complaints on that general subject, not in regard just to this topic but all subjects, about regulations that are overdetailed, incomprehensible, and so forth, and that often subvert the intention of the lawmakers.

We now go on to our next and final panel, and the final panel is on information and referral systems, Linda Lewis, Child Care Information Service, Pasadena; Alice Walker Duff, Child Care Referral Service, L.A.; Julie Peters, Coordinated Child Care, Riverside County Schools.

STATEMENT OF LINDA LEWIS, CHILD CARE INFORMATION SERVICE, PASADENA; ALICE WALKER DUFF, CHILD CARE REFERRAL SERVICE, LOS ANGELES; AND JULIE PETERS, COORDINATED CHILD CARE, RIVERSIDE COUNTY SCHOOLS, A PANEL

Ms. Lewis. I am Linda Lewis. I am from the Child Care Information Service in Pasadena, and I am going to depart from my written statement since you said that that will be included anyway.

I think we would all like to touch in some way on the points that have been made earlier and to try to elucidate some of them if possible.

In my testimony, I talk about the kinds of services that we feel through our 4 or 5 years of experience information and referral systems need to provide, and I also discuss the kind of criteria that we felt were important to be included in any legislation that dealt with including information and referral services as part of a comprehensive child care system, and I really want to stress that, but I don't want to go over that again.

I would like to talk a little bit about one of the services that we provide in our community which is as a source of administration for voucher/vendor programs in the Pasadena area. Many information and referral programs in California operate under these programs because it seems there is a absolutely crucial link between information and referral and voucher and vendor. Vendor programs provide parents a choice by giving them the money with which to purchase care; but unless there is information to parents about the care that is available, that choice is not a choice, because parents will only be able to get to the programs that they know about. Information and referral provides parents with access to information about the full range of programs that are available in the community, and this seems to me, and to the people that I worked with, to be a vital part of any voucher or vendor program.

Information and referral does not deal exclusively with the public sector. We work with proprietary schools, with family day care providers, and with the public sectors to give parents information about their full range of choices and let them pick the one that fits best with their lifestyle and with their personal means.

Parents have to have access to information in order to make choices that allow them to deal with a complex variety of things that affect their choice of child care, the location of the care, the cost of the care, and the services that are provided.

One of the things that I want to recommend to you, as I recommend to parents who are choosing child care, is that you look at what the dollar that you are spending on child care is purchasing when you explore the selection to find the kind of care that you want. It is important to recognize that health screening and other social services which are often included in title XX supported child care programs are eliminated from other child care programs. These services will have to be provided elsewhere, and so to say that there is a difference between 68 cents in a proprietary center and $1.73 in a publicly-funded center is possibly a truth, but you need to look very carefully at what that money is buying.

I also believe that, given the people that I talk to on the telephone, my staff talks to on the telephone, there is a qualitative difference in the services that are needed by low-income families within child care and those that are needed by middle-class families: and I think that as the proprietary sector gets into providing child care for low-income families, as they have all along provided for middle-class families, they are going to find that they are going to need to modify their programs, and that it is perfectly possible that those modifications are going to be costing some additional money.

Another point that I would like to make is that in our experience, vacancies in child care are not specifically the problem. The Stanford Research Institute study, which I have some questions about, does indicate that there are plenty of spaces for child care, but spaces are not the critical issue. Parents have to be able to pay for those spaces in order to use them, and there is nowhere close to enough subsidized child care available.

Additionally, many of those spaces are not in places that parents can get to or want to leave their children; and in order to provide child care that is adequate to meet the needs of parents and families, you have to provide care that parents want to select and feel comfortable about selecting.

That is about all that I want to say right off, but I would like to answer questions.

[The prepared statement of Ms. Lewis follows:]

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A Project of the Pasadena Consortium on Child Care

TESTIMONY TO THE SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT of the
COMMITTEE ON HUMAN RESOURCES
December 12, 1977

My name is Linda Lewis. I am Director of the Child Care Information Service in Pasadena. I appreciate the opportunity to testify today on behalf of the Information Service and our founding organization, the Pasadena Consortium on Child Care.

Alice Walker Duff, Julie Peters and I are here today to talk about a vital and innovative child care service-- Information and Referral. Information and Referral programs in child care have developed more or less informally over the last ten years all over the United States. In the last year, however, twenty-two Information and Referral programs have been funded in the state of California as part of an alternative approach to the delivery of child care services. As a representative of an agency which began five years ago with no funding and now receives $40,000 a year from the State Department of Education, I am going to discuss what services Information and Referral programs include and some important considerations in the development of such services. Alice will speak about the kinds of information which Information and Referral programs can collect and make available for planning and program development; and Julie will discuss the impact that Information and Referral programs can have on child care. In addition, we will each talk a little about the relationship between the type of area we serve and the way in which we provide services.

The Child Care Information Service of Pasadena began in March, 1973 in response to a need for a central clearinghouse for information on child care. This need was identified by the Pasadena Consoritum on Child Care, a voluntary organization composed primarily of providers of care, interested community volunteers and agencies serving children and families..

Pasadena is the kind of community which has lots of social service needs but also has a volunteer population which has been instrumental in the development of social services to meet these needs. The Child Care Information Service is an excellent example of this social service development. The Information Service was organized as one aspect of the Consortium's community coordinating function.

Our original service area was limited to the Pasadena School District. We have subsequently expanded to include eight communities-- Pasadena, Altadena, South Pasadena, San Marino, Sierra Madre, Arcadia, Monrovia and Duarte.

Our organization reflects an outgrowth of the philosophical approach of its founders in combination with needs expressed by the community. Through this process we have developed a service which provides as much information and support to providers and potential providers of child care as to parents. In our information-giving to parents we include information about what to look for in making choices about care and give out specific information about providers but do not make recommendations of providers. We do visit the providers to whom we refer, but this is not an evaluative visit and we do not rate the providers. We do not refer to unlicensed caregivers but we do maintain a list of babysitters who will do care in the child's home. We recognize the need for Information and Referral in the communities surrounding ours but have not further expanded our services into those communities, believing that first we must be certain that we are thoroughly meeting the needs which exist in our current service area.

The decisions which we have made about the kinds of services we will and will not provide are reflective of both the needs of the community and of the groups which have been responsible for the development of the agency. We feel that in this way we have created a program which is responsive to the needs of the area we serve, and we think this is essential.

Based on our experience, we feel strongly that Information and Referral services should not be standardized. However, we believe that there are basic services which any Information and Referral program will include in some form or another. This has been borne out in the approximately 25 Information and Referral programs which are currently operating in California.

(3)

An information system serving the entire spectrum of child care includes:

1. Services to Parents:

   a. An information gathering system which includes a personal visit to the providers of child care services to secure the type of information important to a parent seeking child care.

   b. An "intake" procedure which is simple but gathers the information necessary to assist the parent.

   c. A procedure to keep up-to-date information on vacancies.

   d. A system of information storage and access which enables immediate assistance to the parent seeking information.

   e. Checklists for parents as a means of assisting them in choosing care, and educating them in the components of quality child care.

   f. A follow-up procedure with parents.

   g. A record-keeping system which facilitates data collection, not only on the activities of the office, but also on needs and gaps in services.

2. Services to Existing Providers of Care:

   a. A personal visit to providers to acquaint them of the information service and find out about their needs.

   b. An up-to-date information system on funding sources, licensing agencies and requirements, community resources and training opportunities.

   c. A willingness and capability to compile and make available information useful to providers e.g. - average rates and salaries in the area; a list of substitute teachers and aides.

   d. A library of books, pamphlets and other printed materials.

3. Services to Potential Providers of Care

   a. Information on licensing agencies and requirements, funding sources and educational opportunities.

   b. Information on the child care needs in the community.

   c. Information on job openings in child care services.

(4)

4. Office Operations

a. A location which is central to areas of high need, within easy reach by public transportation, and where parents feel "comfortable".

b. Office staff which is representative of the community, by ethnicity and languages spoken.

c. A director with educational qualifications and experience in providing child care services.

d. A system of record keeping for ongoing evaluation.

e. A Board of Directors, advisory committee or "consortium" with responsibility for policy, which includes representatives of the various segments in child care - parents, family day care mothers, group care providers, training institutions, community organizations, regulatory and public agencies concerned, etc.

(5)

The diversity in communities is reflected not only in the way in which these services are given but in the wide range of additional services which are provided by one or more Information and Referral programs in this state. Such additional services include but are not limited to:

1) Referral to other agencies for ancillary services;
2) Welfare, health and employment counselling;
3) Subsidies for child care payments;
4) Parent education programs in the community;
5) Workshops and rap sessions for providers;
6) Toy and equipment loans;
7) Operation of nutrition programs;
8) Publication & distribution of a newsletter;
9) Provision of substitute services for family day care operators;
10) Training for child care providers;
11) Licensing orientation programs;
12) Compilation of a directory of child and family related services;
13) Coordination and supervision of volunteers working with providers;
14) Development of a "sick child" care program;
15) Research about child care needs and services.

Information and Referral systems are an essential part of any comprehensive system of services to children and families. They recognize and respond to the need of parents for a range of choices in child care, and they strongly support the concept of diversity in child care. These programs have grown up in response to parents' needs to find care of the type they prefer, in a location which is convenient, at a cost they can afford.

Parents must have a choice from a range of available services. They must be able to find a type of care which fits closely enough with their lifestyle to ensure that the child and parent are both comfortable with the arrangement. Too frequently, the selection of a child care provider becomes the choice of the lesser of two evils, or worse, the non-choice of the single possibility which appears to be available.

While the presence of and Information and Referral program in a community does not guarantee that parents will be able to find perfect child care, such a program can provide access to information about all options which are available. In addition, Information and Referral programs can be useful in expanding child care services in a community.

Now that I have basically described Information and Referral services, I would like to make a few generalizations about aspects which need to be considered if Information and Referral is to be included as part of a national plan for services to children and families, as we feel strongly it should be.

1) Based on our experience and on our observation of and involvement with other Information and Referral programs, it is our belief that each organizing group which seeks to develop an Information and Referral program within a community should focus on the needs and characteristics of the community itself. Specific regulations and requirements which determine the way a program will work can not be imposed from outside. The structure of the organization and the types of services to be provided should be intrinsic and responsive to the community to be served. Specific criteria about the number of staff per hundred thousand of population or hundred of square miles, for example, are inappropriate without attention to the exact nature of the services to be offered.

2) Information and Referral programs offer services which are useful to the whole spectrum of child care users and providers. These services must not be limited to a particular socio-economic group or to those with specific social needs as are most publicly supported child care services. The need for information about child care knows no socio-economic bounds, as an analysis of our calls indicates. The need for services does vary-- higher income people don't usually require subsidized programs and may not need full-time care or such ancillary services as transportation for their children. However, the need to know what programs are available, what kinds of things to expect from these programs, and, in many cases, what kind of things to look at in deciding what programs will best meet the family's particular needs, are universal.

3) It is our experience that provision of quality Information and Referral services to parents requires a personal relationship and involvement with child care providers in the area and a thorough knowledge of and involvement in the communities which are being served. This means that the size of the service area must be carefully evaluated and decisions about which areas to serve and which not to serve must be made on the basis of the availability of staff, the location of the office, the relationships between different communities or neighborhoods within the service area and the geography of the area. Such decisions cannot be responsibly made if they are based exclusively on needs. We can cite numerous examples of organizations which have sought to provide information and referral on a broad range of subjects to a huge and varied area. The ultimate outcome is that the information available is either so general or so out-dated as to be of little use. The decision to start large or expand to new areas is usually made because a need is expressed by people in those areas. However, this response rarely results in adequate meeting of the need. It may, in fact, exacerbate the need by inhibiting the development of a more local and more effective service.

4) Each Information and Referral program must develop for itself a clearly articulated "referral policy". We have found this to be indispensible. Our referral policy (attached) is a written statement which makes it clear to those who call in, to those who give information and to those who are referred to the basis on which this is done. Originally, the development of the Referral Policy assisted the Board in clarifying and specifying exactly what we were in business to do and which functions would not be undertaken. Having this policy clearly stated has helped phone workers to give only objective information, even when parents have pressed for evaluations and recommendations. It has helped parents to better understand what their responsibilities are in the selection of a child care provider. Perhaps most importantly, it has helped to make clear the relationship between our agency and the providers of child care.

One of the most difficult jobs at the outset was the establishment of our credibility with child care providers.

Many looked upon us with distrust or at least suspicion. To many we were just another arm of the licensing agency. Because of our commitment to working supportively with providers, it has been very important to us to alleviate this distrust. The referral policy has helped by making clear to all of us how we relate to providers. Our clarity makes it much easier for the provider to understand our role. Providers know that we do not refer just to those people whom we like or whose programs we enjoy, but that referrals are based on what a parent's needs are. Because the referral policy clearly spells out the process through which we deal with complaints, the staff is relieved of the onus of acting punitively, while at the same time being able to be responsive to parental concerns about providers.

5) Finally, it is essential that there be a mechanism for coordinating Information and Referral programs at all levels. A community-coordinating capacity naturally develops as a function of an Information and Referral agency which is gathering and disseminating information within an area. A Network of such agencies operating on a county- state- and/or nation-wide level is a natural outgrowth of such local coordination and can serve a number of purposes.

In California there is a state-wide network which has been functional for about a year. It operates informally, but acts as a mechanism through which information can be shared on a regular basis. This helps to develop trust and support between programs. At Network meetings, programs share their techniques for providing services. We discuss what has worked for us and what has not, and analyze together the reasons why. This type of sharing is an effective way of assisting new programs in developing realistically without imposing strict regulations.

The Network has acted as a policy-making group which brings the varied experiences of many different communities and child care programs to bear on a wide range of issues affecting child care, including licensing regulations, allocation of public money for child care services, or criteria for teacher preparation, to name only three of many. We have worked together to define service areas to ensure that programs do not overlap or allow gaps to exist in areas which might be served, thus maximizing the services provided. Additionally we are working on ways to coordinate our collection of statistics which will make our individual data-gathering of value on a state and national level.

Information and Referral is a vital component of any child care delivery system, providing access to services which assures that those services will be fully used, supporting services which are available in the community, and providing information about needs and service gaps which make comprehensive child care a possibility.

Thank you.

Senator CRANSTON. Ms. Duff.

Ms. DUFF. My name is Alice Walker Duff, and I am presenting testimony on behalf of the Child Care Referral Service of the Joint Center for Community Studies.

We currently serve a 50-square mile portion of the black community in Los Angeles and actively participate in the Southern California Network of Resource and Referral Services.

I am going to forgo my written testimony and respond more directly to the questions that are in your opening statement.

I am also sorry that Senator Hayakawa chose to leave before the end of the hearings since much of what I have to say is in response to his treatment of some of the people who testified. I was particularly upset with the way he chose to deal with the women who provided testimony in the beginning of this hearing and his change of style in dealing with the men that gave testimony later. If any of his staff members are present, I hope they will convey my disgust with his behavior.

I will briefly respond to one of the questions you provided in your opening statement about what constitutes quality in child care and what we can do to bring about this quality.

One of the things that we really need to remember is that we are talking about a critical stage in children's lives. We are not talking about a time when what we do doesn't make much difference, and if we cut corners here it won't matter much in the long run. We are talking here about a time that makes a critical difference in how a child develops; and unless we remember that point, cost-effectiveness will be totally irrelevant.

Many of those requirements and regulations that the State and others talk about as being costly, as raising the cost of care, many of those standards were developed so as to protect young children.

I think that Senator Hayakawa seems to feel that when we talk about high quality that we are talking about frills. We are not talking about frills. We are talking about base level care that is required to develop young human beings that are independent and self-directive. So basically we are talking about a base level care.

In response to the second question about what the special needs of different groups for child care, there is indeed a multiplicity of needs. That multiplicity is best met by a diversity of child care options and diversity is best safeguarded by parental choice. Legislation should include maximum protection for diversity so that parents can choose among child care options.

Third, in response to the types of supportive services needed, we would really like to emphasize the importance of information and referral and other support services. We feel that they are cost reducing in the long run, and, as we have said before, it has the effect of magnifying the impact of every dollar that is spent on child care. Certainly, if there are subsidized child care spaces, helping parents locate those spaces is a crucial task, as is the production and generation of reliable statistics.

You asked before earlier how can we find out about those children that are left unattended. We talk with mothers every single day. I wish a day went by when I didn't talk to a mother who said, "Help me find child care now, today, or I lose my job, or I leave my child alone, or I go on welfare." Every single day we talk to mothers who say those very same things. Unfortunately, most of the time the mother has to settle with finding child care that she can afford, not care she would select. Subsidized spaces are full, there are no spaces available now for a mother to get subsidized care. She has very little choice if she has to work. When a mother works, she has to be to work on time and she has to be there regularly, and grandmothers cannot always be available.

Senator CRANSTON. What is it worth when they are left with grandparents, in your opinion?

Ms. DUFF. The main problem I see with leaving children with grandparents is the irregularity of care. I have two children who have both sets of grandparents and great-grandparents; but within that whole spectrum I have no relatives with whom to leave my children. All the grandparents are employed, and the great-grandparents are eligible, but they are close to 80 years old, and having worked all their lives, they cannot continue with the rigor that my career requires. They cannot be available every single day for the 8 to 10 hours that I work. They have other things to do as well, and I cannot count on them every single day that I have to go to work.

Senator CRANSTON. I was going to ask if any of those grandparents in your remarkable family live with their children or are they in different homes.

Ms. DUFF. No; they are all in different households, but and even if they were in the same households they would not be available every day that I have to go to work. When you talk about employment, you talk about every day showing up for work on time. Employers do not want to put up with women who cannot be at work on time. They fire women that have to leave every day at lunchtime to go pick up their child at school and take them to a child care center. Women cannot advance in the work fields unless they can meet those same kinds of rigors of employment that men must meet.

I don't know—what time is it?

Senator CRANSTON. You have used your time very well. Thank you.

[The prepared statement of Ms. Duff follows:]

I am Alice Walker Duff and I am presenting testimony on behalf of the Child Care Referral Service of The Joint Center for Community Studies. We currently serve a 50 square mile portion of the Black community in Los Angeles and actively participate in the Southern California Network of Resource and Referral Services. Because the testimony among referral services has been coordinated, I will address only three topics: the ability of resource and referral services to assess community needs and tailor services to those needs; the kinds of information and statistics available through and generated by resource and referral services; and finally, recommendations for child care legislation based on our frequent contact with many differing segments of the child care community.

A. Assessing Community Needs and Tailoring Services

As has been pointed out in the testimony given by Linda Lewis of the Pasadena Child Care Information Service, one of the assets of local resource and referral is its ability to tailor services to meet the needs and style of the community it serves. We are a prime example. In fact, we owe our existence to the need to answer the particular community prompted question, "Can you document the need for subsidized child care?" It was the information generated in response to that question which produced the funding proposal for our child care referral service. Ever since then, in the year and a half we have been in existence, we have assessed the relation between community need and our services. We have designed our services so that we could most effectively use our talents and resources to meet the child care needs of the community we serve.

In our community the major need is subsidized care for infants as well as preschoolers and school age children. Our service area is that portion of Los Angeles City and County South of the Santa Monica Freeway to Compton between LaCienega Boulevard and Alameda. Within that area there is a total population of 746,725 people; 32% of whom are children. At least 73,188 are infants under the age of two; 41,146 are preschoolers, between the ages of 3 and 5; and 121,060 are school age children. 115,452 families within our service area are living on yearly incomes of less than $8,000. Racially, the service area is approximately 76% Black, with a growing Latino population estimated at 22% and a small, 2% of people with other racial backgrounds.

Many families who may seek care in our service area will not be able to afford child care or afford to work unless subsidy from someplace is available. In contrast to this picture of need, prior to state funded alternative child care programs, there were no vacant subsidized spaces for full day care in our service area. There were, however, full cost spaces in homes and in private centers. As of March, 1977, 89.3% of the homes in that portion of our service area had vacancies as did 66% of the private centers. There were also a few private centers and many homes about to go out of business because of what appeared to be a "low demand for service". The truth, however, is that there is a high demand for service, but virtually no ability to pay for that service provided in the private sector.

That "truth" has been one of the guidelines by which we have tailored the services that are offered through our resource and referral agency. The guiding criteria has been to offer services which would reduce the cost of providing care so that more children could be served and increase the quality of that service. Therefore, our activities have centralized around assisting currently licensed child care providers. This is in contrast to other resource and referral services whose communities are in dire need of vacant child care spaces. With the exception of needing to generate Spanish speaking providers, our emphasis must be to find financial support of existing spaces. Within the Spanish speaking community in our service area there is a dearth of licensed family child care providers that speak Spanish. While the Latino population represents approximately 22% of the population, there are only five licensed family child care providers that speak Spanish. Thus, while our general policy is to support existing providers, we have "customized" that policy to seek and develop new providers for the Spanish speaking community.

Another major service goal which we have delineated based on our assessment of the child care needs of our community is to increase the flow of information concerning child care to providers and to facilitate communications and interaction among child care providers. This was adopted because our providers expressed a feeling of isolation from information and we believe that increased information concerning child care issues and legislation would increase opportunities for funding.

The programatic result of our assessment of the child care needs of our community has been to emphasize our newsletter, direct service support services, child care advocacy, resource development, and research.

B. Information and Statistics

Our emphasis on research has its origins in the nature of our agency and community and in the nature of resource and referral itself. The Joint Center for Community Studies was organized in response to the recognized need for basic academic research on the Black community. Traditionally, minority communities have been ignored by researchers except when supposed pathologies are of interest. As a program of the Joint Center, in our first funding year, we engaged in research on child care in our community. Because of our research orientation, we have generated a full statistical description of our service area and of the types and costs of child care available within it.

While collecting and updating statistics can be satisfying to those of us who are comforted by having tangible, objective data to support our objective interpretations of the "child care community," the important aspect of the statistics and data collected by resource and referral services is what we do with the information we have. We share it with everybody. Our information is available not only to the State and other government agencies, but also to public and privately supported center-based programs, family child care providers, as well as parents. Our information is available to everyone.

We know about a funding source, we tell every licensed provider in our service area in our newsletter, not just the providers we like. If anyone of those providers decides to apply for funding and needs demographic statistics or background information they can get them from us or we will direct them to where the information might be available.

As Linda Lewis has indicated,one of the major assets of resource and referral programs in general is that they are sources of primary data on child care that is not available in any one other place. While most resource and referral services do not collect the extensive demographic data that the Child Care Referral Service of the Joint Center for Community Studies does, all services, at the very least, have the raw data to calculate the number of licensed child care spaces available, the number of vacancies, the frequency and type of child care requests, the geographical distribution of child care services and requests, the costs of varying types of care, the types of child care and development programs offered, and the types requested, preferred or desired by parents. In addition, some resource and referral services have the raw data to develop detailed descriptions of the employment and economic status of the families that use their services, assessments of the child care needs in their areas as well as existing gaps in service. Many resource and referral services also have child development libraries, loan equipment, and knowledge of other community resources available for child care provider use.

Because of our familiarity with the child care community, resource and referral services also can provide valid interpretations of collected data. For example, within a very few months of operation it became clear that within our service area there appeared to be a lack of demand for child care because of the overwhelming number of vacant child care spaces. However, the low demand was in fact a lack of funds to pay for private child care services. The need for subsidized care was coupled with the need for infant care, a double whammy in child care services. We shared our assessment of the situation not only with funding sources but also with child care providers. Resource and referral services by no means can take full credit for the events that followed but, a small sum of money was later set aside out of new state funds for child care especially for infants. In addition, two subsidized centers in our area decided to sattelite family child care homes rather than add infants care components to their centers, thereby providing subsidy for existing family child care homes. Happily the programs were funded. That is our version of a success story; research leads to recommendations which establish opportunities, that result in programs.

In addition to having routinely collected raw data, resource and referral services also form an ideal "laboratory" for field analysis research. The population of parents, children and providers that have contact with us would form ideal populations from which to draw experimental samples to test, for example, alternative child development program funding strategies, service delivery models, or any hypothesis dealing with comparative parental or provider preferences.

The uses of the information and statistics generated by the daily operation of the resource and referral services are varied, and in our opinion cost reducing. There is always the general benefit of adding to the base of knowledge, derived by all research. Our information is especially useful in the planning and evaluation of child care policy at every level. Not only does the state, we hope, use our information in determining funding patterns and priorities, but subsidized and private proprietary centers use our information in planning their services. A few brave new providers have used our visual display and vacancy statistics to select locations for child care centers. Approximately 10 parents use our information everyday to actually locate care of their children.

C. Recommendations for Child Care Legislation

Finally, I would like to share with you some of our specific recommendations. Based on our research and our frequent contact with parents, and child care providers of all types, we have identified six basic needs for child care in our service area. To the best of our knowledge they are universal child care needs but we have prioritzed them according to our service area.

First, there is a substantial and real need for subsidized child care, especially for family child care in addition to center based care. The limited amount of money available through the State's alternative child care program is the only subsidy for family child care available to parents who are not receiving some AFDC. Family child care is also the only current alternative for parents needing infant care.

Secondly, there is a substantial and growing need for infant care. 37% of all our referral calls are for children under the age of two.

Third, there is a need to recognize the plight of working parents. We have estimated that families requiring child care for two preschool children with an income of less than $16,000, (which was more than the 1976 national median income), child care costs represent 14% of their income. For the same size family with a median income of less than $7,000, (which is above the 1974 median income for households headed by females), child care costs represent 33% of their income. It is not easy to respond to referral calls where the mother laments, "If I can't find child care I

398

can afford, it's welfare for me." We know from experience that there is no such low-cost, high quality care available to the mother and the actual alternative may be a seven year old latch key kid or welfare. If faced with those choices which would you chose? Which would be best for your child?

Fourth, there is an as yet unappreciated need for extended day care. The number and age of latch key kids is alarming. Faced with the economic realities of child care, financially pressured parents with school age children opt for the latch key alternative. From our experience with parents, viable extended day care must be subsidized or extremely inexpensive and should involve more than custodial care.

Fifth, there is a growing need for funding for professional development, training for child care providers, especially in regard to mainstreaming exceptional children, and adequate pay. We entrust child care providers with our most precious responsibilities, our children, but unfortunately, we do not provide commensurate training or pay to the majority of those providers. If we are to have quality care, and who among us does not want quality care for their children, we must adequately train and pay decent wages to child care providers. It is a rare family day care provider or preschool teacher who makes minimum wage.

Finally, there is a need for universally available child care resource and referral services. Besides the cost reducing aspects of resource and referral services which Julie Peters of Coordinated Child Care has discussed, our agencies generate data for planning and/or funding purposes. We offer a collective voice for the child care community and the service we give parents and children is invaluable. Local resource and referral services needs to be spread nation-wide as a support system to direct service. We believe that every dollar spent in resource and referral services is some protection for parental choice which augments and amplifies every other dollar spent for direct services.

Senator **Cranston**. Ms. Peters you may proceed.

Ms. **Peters**. My name is Julie Peters, and I am the coordinator of child care for Riverside County, and just to briefly describe Riverside County, we extend all the way from the urban area of Riverside where we have the urban types of problems for child care, out to the remote areas of Elsinore and Perris and then clear out including Indio, Coachella Valley, so it takes somewhere around 3 hours to get from my office out to the farthest corners of our county, and yet we are responsible for coordinating child care. We are unique in this aspect because we are the county schools office, and in this area what we are trying to do is promote education and quality child care.

I want to speak for a few minutes to one of my main interests in terms of child care, and that is of the child care provider being a business because, as you can tell from all testimony today, it is a business; and it is a system whereby, through special reports and referral, we are able to help people in this business do a better job and become more cost effective. Even though we are a county school, we consider cost effective to be a positive asset, because what we are looking at in terms of cost effective is to say we are going to do the best job with the number of dollars we have. We are not going to quit asking for more dollars, but we want to be able to say we are doing the best job possible.

One of the things that we are trying to do is set up a resources referral inventory system. Now, business is an everyday occurrence. You have a supply and you have a demand. In child care, we have never been able to do this. You asked earlier about a waiting list. Any parent needing child care, they are going to call every person in our county, for instance, that has child care that seems accessible that they know of. With such a system we can tell where there are spaces for child care available. Through this kind of inventory system, we are not only able to help professionals in providing child care—by professionals, I mean everyone who is taking care of children one way or another. What we are able to do then is maximally utilize all of the facilities in our area.

One of the problems I see in child care and what has been expressed today is that we are all doing our little thing, and given a parent who is what I call a sophisticated consumer of child care—and this is in connection with my county schools background—that we are looking at education. The parents know as much about choosing child care as they do about buying a vacuum cleaner. They are going to choose the best one, because throughout history it has been shown if you have choices, you are going to make the best choice, but those choices have to be based upon some kind of criteria, and this is the service resources and referral can offer to help make those parents sophisticated consumers. The choices which are available can vary from Head Start preschool which we have out of our office down to voucher programs that go to the private sector. This again, through education and through options, helps parents to see that possibly one child will do better in a family day care home and another may do better in another kind of program, but this way the parents have options to help their child be in the best situations. We are nowhere near that point yet; but in terms of resources and referral, we have a start at least toward the documentation of what the need is. It is very difficult to document the unmet need because, generally, when you find out a child is home alone, you do something about it. I mean even if we have to bend our dollars back and forth, we are going to get that child to a place where we feel they will be safe. However, what we are trying to do is the reallocation process, and that is to help parents. We have come a long way in saying that we are valid in terms of child care, as important as any other field in education or social services, so this is where I feel part of the problem comes from, because we are grabbing so hard to say that mine is the best, that there is a tendency to not look and say someone else is doing a good job, too, and that it is as valid as what we are doing.

One of the other problems I see in terms of child care is that some people do not recognize that child care is needed by all parents—there are a lot more single fathers now where that need is already documented and that need is understood. A father naturally has to have child care, but there are a great many more working women, and one of the social misconceptions is that child care should be available to all people, whereas our Government only supports and asks the same services for child care to people that receive food stamps. Now, we all know that everyone doesn't get foodstamps, but we don't all know or accept that everyone should get child care, and so this is one of the other real problems we have.

Senator CRANSTON. Thank you very, very much.

Do you find that in some ways it is helpful and other ways it is not so helpful that you operate in the form of a public agency?

Ms. PETERS. We get a lot of criticism because we are a public agency, and I have a lot of times where I end up saying we make a lot of mistakes, but we are doing the best we can.

Senator CRANSTON. Are some people reluctant to come to you particularly because it is a public agency? I know some people have inhibitions about going to public agencies.

Ms. PETERS. What we found is, based upon trying to meet the needs of the community, it comes down to the people you have working. If the people are a public agency effective type, coming in and saying I'm going to do for you, then that's the reception you are going to have. I have seen that there's as much invalid or whatever between the private and nonprofit as compared to the private profitmaking, the private profitmaking, the church-related, the Head Start, the family day care, they are going to us as a public agency if we can, in fact, be responsive.

Ms. DUFF. That is something that I would like to respond to as well, because we are not a "public agency." We are a community-based private, nonprofit organization. We are not a school district, and so we do not have that kind of necessarily automatic stigma attached to us. This points out one of the major strengths, I think, of the alternative child care programs in the State of California, something that national policy should look at, and that is mixtures are good things. You don't have to fund everybody alike. You don't have to fund just State child care centers or just public agencies. You can fund nonprofit and private agencies, and especially fund family child care. Family child care is virtually ignored in funding patterns for child care, and it provides one of the major sources of child care and a most important kind of child care, especially for infants and young children. It is virtually ignored for families not receiving Aid to Families With Dependent Children—AFDC. There is virtually no funding available for infant care except for AFDC recipients.

Senator CRANSTON. Do you get many requests for information from the child care providers rather than from parents?

Ms. DUFF. We frequently have contact with child care providers as well as parents, and we provide a full range of services for child care providers on human development.

Senator CRANSTON. Is it appropriate to have that source of information in one place, or should there be one source for providers and one source for parents?

Ms. DUFF. Oh, no.

Senator CRANSTON. Have it in one place.

Ms. DUFF. Parents and providers should have access to the same information. One of the things we hear over and over again is, "I didn't know that, or they told the centers that or they told the parents there but they didn't tell the family child care providers."

Ms. LEWIS. I think it is very important that these two types of information be linked because I think that the kinds of information that we can give child care providers reflects specifically the kinds of information that we have gotten from talking to parents, and the kinds of supportive services that we can provide to providers also reflects that information.

I would like to say one other thing, and that has to do with the licensing question that came up earlier in terms of how much it costs to provide licensed care. I think that licensing is very important a base standard for child care in the community. One of the services that information and referral provides that I know of, and I think a really important aspect of information and referral, is parent education in how to make a choice in child care, and it is my feeling that giving parents the awareness of what to look at in a child care program and giving them access to information about how to make that choice for themselves is going to do a lot more in terms of guaranteeing quality care than any kind of licensing because the parents are the ones who are out visiting the programs and looking at the services that are provided in the programs.

Licensing can in no way guarantee the kind of range of services and the different kinds of options in care that parents need in order to find care that fits into their lifestyle, but parent education can.

Senator CRANSTON. Do you think we can depend entirely on parents' reactions to insure quality; or if you don't license, how do you insure quality?

Ms. PETERS. The other part in looking at quality is what we look at as far as providers sharing and working together within the community. When you have an area like this, you know, such-and-such a center down the street, I wouldn't send my dog to, usually—and it happens a lot, that you hear this from either the public sector or the private sector—when you go to visit or you see what is going on—my feeling is that it is usually based upon ignorance rather than upon meaningful neglect. People in child care, it's too hard a business to stay in unless you want to do a good job, and this is where the com-

403

munity colleges and the State colleges, along with other local child care providers when they meet and share ideas and really are involved in training, that they come up with the best type of care in their community, and community control does occur; but to respond to your question, I do think that there needs to be a basis, a licensing system. Unfortunately, our current licensing system in California seems to be more punitive than supportive and so it makes our role as supportive of providers much more important.

Senator CRANSTON. Thanks very, very much.

[The prepared statement of Ms. Peters follows:]

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TO: Senator Alan Cranston, Chairman
Subcommittee on Child and Human Development
United States Senate

FROM: Julie Peters

RE: Testimony - Public Hearing on Federal Programs for Child Care and Development - December 12, 1977, Los Angeles, California

The Office of the Riverside County Superintendent of Schools has taken a leadership role in establishing a Resource and Referral system which promotes quality and excellence in child care for children and parents regardless of race, color, national origin, income, or social level. Having been involved since 1972 in Head Start/Preschool and Satellite center and family day care programs, Dr. Don Kenny, Superintendent, supported the concept for Coordinated Child Care to serve as the catalyst for change, to act as liaison with communities, to provide referrals to help parents have child care alternatives, to assist providers and to offer educational opportunities from birth through adulthood.

Having been involved in administering and monitoring a large number of subsidized child care programs which serve the needs of low income parents who are working, involved in training, or under the assistance of child protective services, we perceived of our resource and referral program as being the cohesive factor which would serve to maximally utilize all child care programs, private and public, family day care and center, church-related and profit-making, across the county. It was evident that in order to coordinate services in a county which includes the urban area of Riverside, the vast agricultural lands of the Coachella and Palo Verde Valleys. and also the recreational sections around Palm Springs and Hemet-San Jacinto-Elsinore, that several questions had to be answered (and dealt with).

1) Is Child Care a Business?

We believe that child care is indeed a very complex business, which not only includes a variety of products (preschool, nursery school,

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family day care, child care, day care, infant care, school-age care, extended day care, child development), but also serve many different types of consumers with unique needs. Our Resource and Referral system offers an inventory sytem which includes all licensed providers, and upon request from a parent, we can usually give three referrals to providers who have openings. This type of supply-demand orientation is typical of private enterprise. Any person in a business stocks the shelves according to demand. In the same context, we are able to not only assess needs for more child care community by community but also to facilitate the maximum utilization of all child care facilities. For example, a center which has a capacity of 30 children and has staff hired to operate at this level, is not being cost-effective if they operate at 25 children. And yet until resource and referral was begun, when a family moved, the traditional waiting list was consulted and families contacted until finally children still needing care were located. Sometimes this process took several days, if not weeks.

Efficiency has never been a descriptor used to refer to child care services, but now we are in the position to not only help providers to maximally utilize their resources, but also to coordinate local providers within communities to begin a reallocation process.

Since we are looking at the child care needs of children 0-14 county wide, we can assist providers to reexamine eligibility and to reconsider the needs of families in order to insure that children are in fact participating in the most appropriate program according to parents' financial considerations, to child's developmental needs, and to program guidelines. The reality is that many preschool children are enrolled in half day programs when their parents need full day child care, that some parents attending school could reorganize their schedule so as to take morning or afternoon classes and thereby use half day preschool rather than child care, and that many children do not thrive in large group settings, but do much better in the small environment of a family day care provider. These reallocations or more appropriate solutions to child care problems can be made, but coordination is essential to see that they do happen.

2) Do we have services or programs?

Clearly child care providers are now being forced to study and analyze critically the intent of their business. Head Start and half-day nursery or pre-schools have been structured unequivocally to offer programs for children emphasizing tasks of enrichment, socialization, and frequently, structured learning. Many subsidized child care centers have provided programs for children in like manner. Recently, with the great increase in demand for child care services from parents, all providers have been forced to join private programs and follow the rules of free enterprise: services must be structured to meet the needs of the consumers! In this case, the consumers are the parents, and providers are beginning to reorient their "programs for children" to serve parents. This has brought changes in hours of operation, ages of children, location of centers, potty trained rules, and so forth.

3) Who needs child care?

Since our Resource and Referral service is available to all segments of the County, including low, middle and high income families, we receive requests from any who are "eligible" for some kind of subsidized care. We also hear from many who cannot afford private programs fees and yet either want a preschool experience for their child or need child care to work or pursue training for a career.

Today's federal monies for child care originate from Social Services, just as food stamps and other welfare subsidies do. At the national level, child care is recognized primarily as another way for getting adults off the "welfare roll." This perspective may appear terribly narrow, but it seems a reality. Low and middle income parents are not being served because we as a society have not acknowledged child care as a social need. Through our resource and referral contacts, we have documented the greatest unmet demand for child care with this group. Until child care is removed from the social service (welfare) context, this group will not have access to adequate child care services.

4) What is Support?

The definition of support has been of significant concern to all involved in social programs, including those receiving the support. For positive change to occur and for individuals and groups to become more competent, collective energies must be centered on the demanding task required. Riverside County Schools' personnel believe it is of utmost importance at this time to begin as professionals to "help individuals and groups to obtain the skills to do for themselves." Specifically as a Coordinator of Child Care Services, my job is to assist center and family day care providers in our county. I am dedicated to do as much to help these providers as I can, i.e., receive calls and respond to when they have a question, visit providers as often as possible and so forth. By redefining "support", rather than doing for these providers, I help them develop skills, attitudes, and knowledge to handle their own problems as well as make opportunities for them to meet other providers in their neighborhood so viable solutions can be shared. The expertise I've gained as a professional can be transferred to the individuals or groups actually having day-to-day contact with parents and children.

5) How do we evaluate?

To evaluate a program or a child care situation, agreement on basic elements or standards is a prerequisite.

At both the national and state level, discussions regarding licensing requirements have taken place. Controversial areas regarding licensing include adult/child ratios, teacher qualifications, and matters of jurisdiction about whom should license or certify. These fundamental considerations are essential to how a program is evaluated. A program may be judged on its environment, the experience or academic qualifications of staff, the amount and/or variety of instructional materials, the smiles on children's faces, the schedule for learning. These all, in turn, depend on the values, experiences, and attitudes emphasized. Most viable systems for evaluation involve parents by educating them as to the variables interacting to make up a child care program. As a Resource and Referral program, confidence can be gained by referring parents to all licensed facilities because parents, typically, will choose the best situation for their child. Before wise selections can be made, however, parents must become sophisticated child care consumers! Parents must learn and know as much about choosing child care programs as they do about buying a car, a vacuum cleaner, or products from the market. With responsible knowledge, parents can make such decisions as: center vs. family day care, half day vs. full day care, Montessori vs. Piaget classrooms, etc.

6) How can reinforcement be provided?

Reinforcement may be the most neglected element in any overall consideration of positive social change. When promoting "quality" child care (by educating parents as consumers of child care and by offering resources for providers enabling them to move towards excellence), the Riverside County staff has a responsiblity to visit, to positively reinforce, and to listen to the needs of providers in the different communities of the county. One service is that of setting up meetings to promote sharing amongst individuals. Also it must be recognized, there is a need to mediate coordination through personal and professional relationships by someone who's known, respected, and trusted. A primary function of coordination after making contact, whether it is in a center or in a family day care home, is to give support by showing a genuine interest in what's happening. The nature of 'things' is to grow old, staid, ceasing to adjust to new demands. Procedures and processes become rigid, often ineffective; new and proven approaches aren't searched for and found. Given the Riverside County support system, renewal is possible. Positive change is the result. When individuals evaluate themselves and help others evaluate in a humane and supportive manner, continuous and expanding harmony can result.

predicated upon strengths as well as weaknesses.

7) What are the major obstacles?

The rural communities of our county have unique problems. The migrant farm laborers must work when the weather permits and the work is available. Child care must respond to these constraints. Palm Springs and the other desert resort communities have a large population with desperate needs for evening care and infant care on a season cycle for parents who are employed in the resort industry. Other areas such as Blythe and Elsinore are isolated because of distance (it takes 3 hours to get to Blythe from Riverside) and lack of resources and support systems.

Open and honest communication leads to trusting relationships. When people trust each other, nearly anything can be accomplished. The possibilities for Coordinated Child Care are limitless! Riverside County has the opportunity to help communities develop programs responsive to their needs; to promote sharing between private and public centers; to establish links between family day care providers;-to help school districts define their roles in relation to child care and young children; to look at the area of parenting and help communities provide a wide variety of training in such areas as: child development, child abuse, health and nutrition, and ways of working with children (plus work with local agencies such as Department of Public Social Services, Mental Health, etc.); and to assist in comprehensive planning for the family.

Pettiness and poor communication are the greatest threats to success. Not too long three child care providers were asked how they perceived their mission,

> One answered she changed diapers.
>
> One answered she worked to feed her own family.
>
> The third answered that she was helping a child grow and develop; she was helping to build for tomorrow's society.

(Riverside County staffers subscribe to the latter perception.)

Coordinated Child Care means each part of the environment from Corona to Riverside to Blythe can become operational in such a way that all people will say, "People here matter. They live, work, play, learn, and develop here."

The challenges are great, the rewards many!

WHO CARES FOR THE CHILDREN?

Child care is very special and COORDINATED CHILD CARE understands

COORDINATED
CHILD CARE

Coordinated Child Care is a project with Riverside Cour[illegible] Schools to help people in all areas of child care.

What are the goals of Coordinated Child Care?

- To coordinate Child Care Programs for children ages 0-14 in private and public preschools, day care centers and family day care homes.

- To help families find the best possible child care for their children through our resource and referral system.

- To aid individuals who are interested in becoming family day care providers.

- To offer information and/or resources to child care providers and parents concerning certification, health, toy lending, parenting education, materials and activities for children.

- To assist in providing crisis care for children of families facing unusual circumstances.

- To assess child care needs in order to develop new programs or to help programs get started.

Each child is an individual with different needs and desires. Some children are happier in a home environment and some are better suited to the larger group setting of a center. Coordinated Child Care can aid you in deciding the best alternative for your child.

Call long distance TOLL FREE 24 hour message phone:

800-442-4927
(Dial Operator for assistance.)

WHAT IS:

FAMILY DAY CARE:

It is child care provided by an individual *(licensed [illegible] Department of Public Social Services or certified by Riverside County Schools)* in his/her own home for one or more children.

A FAMILY DAY CARE PROVIDER:

A person who enjoys children and the challenge of a job providing excellent care within the home.

CENTER CARE: *(Private and Public)*

Center care is licensed care provided for children in a group setting in a single center. *(Usually 12 or more children)*

Child care is provided in many forms with different programs to meet different needs, such as children with special needs, children of different ages *(i.e. infants, preschoolers)* and children who need care for varying periods of time *(i.e. full day, after school, evening).*

CENTER CARE INCLUDES SUCH PROGRAMS AS:

- Head Start and Pre-school
- Half or Full Day Private Pre-schools
- Satellite Child Care Centers
- Migrant Child Care Centers
- Campus Child Development Centers
- Other Child Development Centers

CAN I AFFORD THIS?

Yes! There are all kinds of child care. Coordinated Child Care will help you to find a program that you can afford.

WHAT IS THE INFORMATION AND REFERRAL SYSTEM?

This is an important part of Coordinated Child Care.

There is a long distance TOLL-FREE 24 hour message phone:

800-442-4927
(Dial Operator for assistance:)

that anyone can call to obtain information concerning all areas of child care.

FOR PROVIDERS: We can answer such questions as:

- How can I be licensed/certified to become a family day care provider?
- How many children can I provide care for?
- How can I fill my vacancy?
- How can I use the toy-lending library?
- How can I provide nutritious and low-cost meals?

FOR PARENTS: We can answer such questions as:

- How can I obtain child care or preschool experience for my child?
- Is there 24-hour-care available?
- Are meals provided?
- Is there transportation provided to pick up my child after school?
- What parenting education/involvement resources are available in my area?

We will refer parents to licensed providers in their community who can fulfill their needs.

Duplicated and distributed by Julie Peters, Coordinator, Coordinated Child Care, for the Riverside County Superintendent of Schools Office

Dial long distance TOLL FREE: **800-442-4927 or 787-2732**
(Dial Operator for Assistance)

June 1977

Senator CRANSTON. This isn't going to quite conclude our hearing. I do have 15 more minutes. There are two people that asked to testify briefly, and I have seen a couple of hands up also. As I think you know, the normal procedure is just to have witnesses and let nobody else talk. I don't like to act that way, and I think we pick up more useful information by this method. We will have to, however, control the time.

So, first, if Michael Whittemore, chairperson of the Children's Center Committee of the United Teachers of Los Angeles—you can have not more than 3 minutes if we are going to be fair to other people here.

STATEMENT OF MICHAEL WHITTEMORE, CHILDREN'S CENTER COMMITTEE OF THE UNITED TEACHERS OF LOS ANGELES

Ms. WHITTEMORE. On behalf of the Children's Center Committee of the United Teachers of Los Angeles, I welcome this opportunity to present the views of the teachers of one of the largest child development programs in the country.

I think it should be noted that so far I am the sole teacher speaking at today's hearing. Most all the other people speaking were either supervisors or somehow involved in different aspects of child development programs.

We feel the fundamental problem of basic expansion and improvement of child development programs in this country is the lack of understanding on the part of the public and the legislature as to the important skills and social development and value systems which take place in preschool years.

Child development systems are seen as a means, either to take a woman out of home to build liberty ships during the Second World War or to provide the jobs for people on welfare. Child development is an end, not a means, and that should be recognized as that. When you figure the alternatives of this, the most recent and chilling statistic is that 50 percent of the violent crimes are committed by children under 18 years of age.

The alternative costs I think should also be taken into account. A consortium of early childhood education scientists studied the Head Start and other pre-school children up to 10 years of age and after they had left the preschool, and found that they were significantly less likely to be needing special education than other children from identical backgrounds.

Additionally, researchers found that the money the school system saved by not providing special education or more than 12 years of education for a child substantially exceeded the cost of the preschool training. So there's a factor that should be considered.

In spite of the fact that many societies, much more than the United States, are providing or moving to provide universal and free child development services it is clear that a comprehensive child development act is long overdue.

Given the time constraints, I will discuss just our principal areas of concern, and that is the norm, teacher qualifications and administrative costs. We feel that most studies on preschool staffing agree that the maximum teacher and child ratio for the preschool is about 10 or 12

415

children per teacher with 1 paraprofessional paid. Under no circumstances should we differentiate in certificated staff. We found that it provided a very poor environment in children's programs in Los Angeles.

About licensing, we have heard about licensing for barbers and licensing for TV repairmen, and here we are quibbling about licensing of the people that are going to be training and having input into the cognitive and mental abilities of the next generation. The minimum requirements for a teacher should be an early childhood education credential with a minimum of at least 1 year of student teaching in a preschool environment. National guidelines in this dimension should be established to enable the States to proceed with development of college programs which would meet this. Right now we have a very haphazard situation.

This is one area which I really want to dwell on, and that is the cost of administrative reform. In our program, if you count the principal in the Peter Elementary School, onsite jurisdiction, we have almost two administrators to every teacher. In our particular program, this is a $3.2 million overhead which we feel is totally unnecessary.

I've concluded and, hopefully, answered some questions.

Senator CRANSTON. Thank you. If you will submit for the record anything additional you wish, if you have some prepared materials, please give it to us.

Senator CRANSTON. We are now going to have to turn to someone else, Laurie Epstein of the Retail Clerks, is she here?

STATEMENT OF LAURIE EPSTEIN, RETAIL CLERKS UNION, LOCAL 1442, SANTA MONICA

Ms. EPSTEIN. I have a very short prepared statement. I am speaking on behalf of Retail Clerks Local 1442 in Santa Monica, and I would like to urge your support for a national child care policy for persons who are now neglected under Federal and State programs, and that is working parents, particularly single parents whose incomes exempt them from State and Federal aid. We have members whose hourly wage is between $4 and $7 per hour, 60 percent of whom are part time, approximately 80 percent of which are working women. Their annual incomes fall approximately between $8,300 and $14,000 per year, and many of them would have to pay an average of $2.50 to $3.50 per hour for child care, per child, or approximately half of their income for one child. We feel that these parents have been underrepresented and are entitled to quality child care as are both lower and upper income parents.

Thank you.

Senator CRANSTON. Thank you very much.

STATEMENT OF ROSE UNGAR, EXECUTIVE SECRETARY, LOCAL 1455, A LOCAL OF A.F.T., LOS ANGELES

Ms. UNGAR. I am Rose Ungar, executive secretary of the Early Childhood Federation, another local of A.F.T.

We represent over 1,000 employees coming from the majority of the 14 Head Start agencies in Los Angeles County, child care centers and nursery schools where we have 15 collective bargaining agreements and 3 additional ones. The main bulk of our membership is in Head Start. We want to express our amazement that the panel representing only Head Start did not include representation from the most ignored part of the Head Start program, the employees who are at this moment working with children and families. We want to emphasize that the success of Head Start as models for child care programs for continuing public school education rests on the dedicated efforts of the staff. There is no more basic element in quality child care than program level staff working directly with children. Our people are organizing because they are angry. Dispersed out into pressure areas, they have no effective voice, while administrators are increasingly caught with diminishing real funds. Employees have been required to study and perform professionally but are taking out of their pockets for program needs and not receiving salaries. In the contract of 1973-74, there was a salary schedule which has still not been phased in.

The early childhood field requires no less a professional training. Everyone, aides, assistants, and teachers, are at some point of a training continually. Their salaries must reflect that. How can a teacher enhance a child's self-esteem when she, herself, is not accorded the self-respect and dignity that comes from a decent salary? How can that employee provide adequately for the classroom children when their own family is suffering?

Thank you.

I really wanted to introduce Helen Young who is the chairperson of one of the Head Start units that we have here in Los Angeles County.

Senator CRANSTON. Thank you very much.

Mr. WHITTEMORE. Just for the sake of an intermission, I think all the future hearings should have a proponent for the teachers. I think it is an oversight which shouldn't occur again. Someone said at your previous hearings you had 20 people speak but only two of those people were teachers, and that's the heart of the program, to make sure that we have good teaching staff.

Senator CRANSTON. There will be a full opportunity, I assure you, for teachers to have their input, yes.

STATEMENT OF JIM WEBER, CHILDREN'S CENTER TEACHERS OF LOS ANGELES, UNITED TEACHERS OF LOS ANGELES BOARD OF DIRECTORS

Mr. WEBER. My name is Jim Weber, and I represent the Children's Center Teachers of Los Angeles on the United Teachers of Los Angeles Board of Directors.

One point you came up with was the cost of these programs, and I would like to point out, that, compared to the elementary school cost per child, in an elementary school about $1,600 per year. The Children's Center program operates twice the hours daily and operates 3 months more during the summer, and the cost there is about $3.2[illegible] per year. Now, that's a good deal. If you get rid of the admi[illegible]tive overtones that we have in our programs, you can cut a $1,000 per child off your cost per year which would bring it down to about $2,300 per year.

The other point was parents as quality regulators. I would like to say that it seems to me that if they are the regulators, what is going to prevail is poor families will get the poorer child development services that are operated. I think what is going to happen is that you are going to have somebody come along the road in the future and go to court, and they are going to say that we want equal funding for our children, and then all these alternatives are going to be found to be inadequate.

Senator CRANSTON. Thank you very, very much.

Let me now say that while I have to leave, Susanne Martinez, who is on the committee staff working with me, is prepared to stay to give further opportunity to people to make statements. Several of you have raised your hands at one point or another, and I gather you would still like to contribute to these deliberations. I want to assure you that although I have to leave, I will hear about it from Susanne and will look at the record of the hearing, so that the fact that I leave doesn't mean that I won't know what you have said, so we will now continue as long as Susanne and any of you wish to get more things into our record and guide us where we need guidance.

We do not know all the answers. I doubt if anybody in this room does, or elsewhere, but together maybe we can figure out what we need to be doing to be more productive and effective and concerned and compassionate in the consequences of our actions than we have been to this point in this realm of concern. So with that, I thank each and all of you for your presence. I look forward to working with you. I hope that with your help and the help of others that I and the other members of the committee and the staff, like Susanne, can come to some sound decisions on what sort of legislation is required. I thank you very much for your presence, and I repeat, this is not the last hearing. There will be more in Washington, more elsewhere, before we start really to work on what we will come to as the right way to go on legislation.

Thank you very much, ladies and gentlemen.

Ms. MARTINEZ. Would everyone standing please sit down so the next witness can have the attention of the rest of the audience.

STATEMENT OF GLADYS HANSON, CHILDREN'S FOUNDATION

Ms. HANSON. I am Gladys Hanson.

I have had four programs with a local large college fall through due to lack of funding. I am wondering what kind of materials I can provide your office with that would enable you to understand better the problems with the funds involved that are needed.

Ms. MARTINEZ. Whatever data you have.

Ms. HANSON. I attended a conference on preventative violence, what we do about violence in the city schools yesterday and, you know, how do you handle violent students, and the years for giving alternatives to violence in the early years, preferably at age 3, you can teach them alternatives to violence, and I will give you that, give you those statistics with budgets, whatever you need.

Ms. MARTINEZ. If you would like to speak to me privately, we will be here.

At this point I order printed in the appendix all statements of those who could not attend and other pertinent material submitted for the record.

The hearing is now adjourned.

[Whereupon, at 12:50 o'clock p.m., the hearing was adjourned.]

APPENDIX

I. ADDITIONAL STATEMENTS
II. ADDITIONAL COMMUNICATIONS
III. BACKGROUND MATERIALS

I. ADDITIONAL STATEMENTS

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December 8, 1977

Senator Alan Cranston
Senate Office Building
Washington, D.C. 20510

Dear Senator Cranston:

Thank you for your interest in childcare and for the opportunity to provide you with written testimony.

I am a newly elected (not yet seated) member of the San Francisco Board of Supervisors.

I support your recommendation to double Head Start funds and urge you also to double childcare funds. Childcare is essential if women are to have an equal opportunity to participate in the work force. We need to begin to view childcare as a labor-intensive cost-effective service which needs substantial federal financial support.

Childcare serves many purposes.

It is a service which employs people and assists parents with the care of their children. It is a means of preventing delinquency and an investment in our children. There is a direct relationship between poverty, lack of success in school and delinquency. A quality childcare program costs approximately $250.00 per month per child. A residential treatment program for disturbed children or youth averages $1,200 to $1,300 per month per child. There are centers in San Francisco which cost in excess of $2,000 per month per child. Consistently the children in these programs are children who exhibited serious problems over a long period of time. Many of these problems could have been prevented or ameliorated with a supportive quality childcare program.

All employment-related legislation should require the provision of childcare services. If a percentage of public service jobs were set aside for childcare workers, the benefits would be greatly multiplied. Jobs would be provided, children would be taken care of and the income of the work program participants increased substantially. Low fee or no fee programs would save each parent between $25 to $100 per week, depending upon the number of children and cost of other types of care.

All publicly subsidized childcare centers are full. A parent now has no option except to put a child in expensive private care - or to give up work.

The following statistics were extracted from the San Francisco Childcare Task Force report, prepared in 1976, and relate to San Francisco's Mission district, which I represent. There were 817 children enrolled in full-time, 374 children enrolled in part-time, childcare services in the Inner Mission. This includes publicly funded, independent, San Francisco Unified School District Children's Centers, Family Day Care, infant, Head Start, State Preschool and other types of programs. This is approximately 16.8% of the total children enrolled in full-time and 13.8% of the total children enrolled in part-time programs city-wide. At the same time the percentage of children residing in these census tracts, according to 1970 census data, was 5,861 or 27.3% of the City total.

The San Francisco Department of Social Services area #3, which includes the Mission Model Cities area, has the second highest number of requests for family day care. The San Francisco Unified School District in March of 1976 had 362 children on the waiting list for services in the Mission. The Holy Family Day Home has had a waiting list of more than 500 children for several years.

As of 1976, 19% of Inner Mission Families were earning incomes below the federally established 1969 poverty level of $3,743 for a 4-person family. The 7% of San Francisco's population residing in the Inner Mission had 10% of the unemployment and 9.4% of the total welfare cases.

These families are eligible for publicly subsidized childcare. Yet all existing centers are full. City-wide statistics from the Childcare Task Force indicate a total of 32,[illegible]48 children between 6 and 11 with mothers in the labor force in need of childcare. There are approximately 16,711 under 6 with mothers in the labor force who also need care. Currently, 4,849 children city-wide are enrolled in 106 full-time childcare centers. There are also approximately 936 children in an estimated 312 family day care homes, 2,715 children in 85 part-time and nursery school programs, and 127 children in 4 special programs.

More publicly subsidized childcare is critical. It must be made available on a sliding fee schedule, because children should not be economically segregated.

I would further suggest immediate legislation to fund a framework at the local level, such as an Office of Children's Services, to begin to assess children's needs and plan programs. Local government must be financially supported to plan for the effective delivery of childcare and other human services. With scarce financial resources, effective planning and utilization of those resources is essential. The direction of the federal government appears to give local government more flexibility in determining how funds are spent. Unfortunately, no new funds have been made available for childcare. I strongly recommend the ceiling on Title XX be lifted or the allocation increased immediately.

Childcare centers should be available throughout the community, providing diverse kinds of services, depending on the desires and the needs of each family as well as each community. The needs of each neighborhood are very different. Childcare centers should be mandated in all Community Development Neighborhood Facilities and Housing Authority buildings. Lack of adequate licenseable facilities is often the primary obstacle to the operation of childcare programs. There are many cooperative groups, parent groups, community college groups, and adult education departments that would have funding if space were available.

Another area that needs to be explored in the future in regard to childcare is the role of industry, unions and childcare. There has been very little involvement in childcare by the private industries and labor unions. This whole area needs close examination. There are a number of ways in which employers could be encouraged to support childcare programs. Such ways might include tax incentives; for instance, an employer could be allowed to write off a substantial portion of the cost of capital improvements necessary for the provision of childcare for employees. This might be particularly appealing in industries where there is now a large turnover in personnel. Childcare could become an incentive for encouraging continued long-term employment and would benefit both employee and employer.

Carol Ruth Silver to
Senator Cranston Childcare Testimony
Page Four
December 8, 1977

Finally, I want to emphasize the importance of parent and community involvement in all aspects of childcare. This includes decision-making responsibility through parent/community Board of Directors.

Please do not hesitate to call on me if I can be of assistance to you in your efforts to meet the needs of children and families.

Sincerely yours,

Carol Ruth Silver
Supervisor-Elect, City and
County of San Francisco

CRS/tc
cc: Lynne Beeson, Program Monitor, Model Cities Agency

FREIS and MILLER
Early Childhood Consultants

2862 Waverley Way
Livermore, California 94550
Telephone (415) 443-2313

TESTIMONY CHILD CARE HEARINGS
November 25, 1977

Freis and Miller, Early Childhood Management Consultants, is a firm which has had extensive experience in designing and managing comprehensive programs for young children in California. Our company has developed and implemented Headstart programs, day care facilities both private and nonprofit, and publically subsidized programs including Centers and Family Day Care Homes, and training programs for E.C.E.

We are presently operating two community-wide vendor/voucher programs. One program, operated through a contract with the City of Palo Alto and the County of Santa Clara, Ca., serves working families. The second program, under a contract with the State Department of Education, serves 3 adjacent suburban communities in the Livermore Valley and is providing subsidies for economically eligible families. Therefore, we have had an opportunity to assess the impact in two separate programs of a vendor/voucher approach on parents, children, staff, and administration. We believe our unique and specific experiences provide us with a wide perspective on this alternative delivery method.

One of the major arguments for vendor payments is that it allows for expanded parental choice. If the unit cost is set high enough, we can put subsidized parents in the position of being able to compete in the community for quality child care with parents who can afford space in choice settings. Without subsidies we relegate subsidized families to inferior care that no one else wants. It is possible to take advantage of existing private systems that are already set up and serving children, and, at the same time, avoid economic segregation.

A vendor/voucher payment system can provide an expansion of private resources. For instance, in the Livermore-Amador Valley in the past 8 months, the presence of our agency has directly led to the licensing of a significant number of centers and new day care homes.

If it is properly set up and administered, a vendor/voucher system can have a tremendous impact on the quality of the care that is presently provided, as well as encouraging new quality care situations. In order to accomplish this, it is essential that it include well thought-out support services. This is particularly true of a vendor/voucher program where the agency becomes a link to the private sector. Often private child care facilities are not used to considering families' needs above and beyond child care. The core of any support system lies with the referral ability of an agency to assist a family in matching needs with what is really available. In order for public or private providers of care to do the necessary work with families under stress, they must have access to people who have had expertise and experience in child development as well as people who can help them manage the business aspects of this essential service.

In addition to resource and referrals, our experience shows that essential support services should include nutrition services and access to related funding, toy and equipment lending libraries, and on-site technical assistance.

The provision of child care services is one of the few ways our society has to support families attempting to remain as a viable unit. Often the working poor do not have access to this critical support because of the way some programs determine eligibility. It is costly for us to ignore the fact that we need these families to become economically contributing members of our society. In the long run, provision of quality child care services to these families is cost effective for society as a whole.

It is true that the cost of a vendor/voucher system is somewhat less than that of operating publically funded direct service programs. However, the real value of a vendor/voucher program is that it better meets the needs of the families.

We strongly support the expansion of child care services through a vendor/voucher delivery system.

HEADSTART PROGRAMS AND LANGUAGE MINORITY POPULATIONS IN CALIFORNIA: THE UNMET NEED

Testimony Submitted By:
Dr. B. Roberto Cruz, Executive Director
Bay Area Bilingual Education League (BABEL)

on behalf of:

Bay Area Bilingual Education League

California Coordinating Council for Federal
Support Programs in Bilingual Education

United States Senate Child and Human Development Sub-committee

Senator Alan Cranston, Chairman

Hearings on Childcare Issues
Federal Building
San Francisco, California

November 25, 1977

Introduction

Mr. Chairman, I am Dr. Roberto Cruz, Executive Director of the Bay Area Bilingual Education League (BABEL) and the outgoing President of the California Coordinating Association for Bilingual Education (CCA), a statewide organization of bilingual educators and administrators. Both BABEL and the CCA have long worked to meet the needs of language minority and all children in California.

Mr. Chairman, we want to thank you for reaching out, through these hearings, to those of us in your home state who share your well known concern for the children for whom Head Start and other child development programs are designed. It is through efforts like these hearings that we are able to make our concerns known to legislators and policy makers whose actions can make a difference in rectifying the problems we see close to home. Mr. Chairman, once again you have brought California closer to Washington. On behalf of BABEL, the California Association for Bilingual Education and the CCA, we express our sincere appreciation for this opportunity to express our concerns and recommendations regarding Head Start and other child development programs.

PROBLEM: EQUITY IN HEAD START OPERATIONS

I wish that we did not have to report to you today that there is a major problem in the present operation of Head Start programs in California. However, in working with language minority children, their parents, and minority communities, we have found time and again that there is great dissatisfaction with child development programs. In brief, the the concerns we have heard-and share-are the following:

1. THE HISPANIC CHILDREN OF CALIFORNIA ARE RECEIVING A DISPROPORTIONATELY SMALL SHARE OF HEAD START FUNDS FOR SERVICES DESIGNED TO MEET THEIR NEEDS, AS DETERMINED BY STATE POPULATION STATISTICS.

Too many Head Start programs still use 1970 Census data for determining the allocation of their limited resources to and between minority populations. This data is sorely out of date. Statistics released by the California Lieutenant Governor's office indicate that there has been an increase in the minority population of this state of at least 14.3%, from 20.4% in 1970 to a conservative estimate of 34.7% this year. "Most ethnic leaders," the Lieutenant Governor stated at the time of the report, "believe that the population is anywhere from 38-41%, and I find myself in this category." So do we, Mr. Chairman.

Of this percentage increase, by far the greatest growth has been in the Hispanic, and particularly the Mexican-American population. Head Start programs have simply not kept pace with the demographic changes in this State.

2. THERE HAS BEEN TOO LITTLE EMPHASIS PLACED ON NEEDED BILINGUAL/BICULTURAL PROGRAMS REQUIRED BY STATE PRE-SCHOOL AND HEAD START GUIDELINES.

As a result, in part, of inadequate representation of Mexican-American in policy-making positions, there has been very limited emphasis on bilingual Head Start programs. Head Start funds are not being used to employ bilingual Spanish/English personnel. As a consequence, hispanic children have been denied quality services as designated in the OCD Head Start Policy Manual specifying program performance standards (OCD NOTICE N-30-364-4).
The Manual calls for, among other things:

> "Having staff and program resources reflective of the racial and ethnic population of the children in the program...Including persons who speak the primary language of the children and are knowledgeable about their heritage; and, at a

minimum, when a majority of the children speak a language other than English, at least one teacher or aide interacting regularly with the children must speak their language;" (Ch. N-30.364-4/SUB B/SECT 1304.2-2C2I)

- bilingual/bicultural curriculum materials; (SECT. 1304.2-2C1)
- and parental involvement in bilingual/bicultural activities. (SECT. 1304.2-2C3)

The intent of these standards seems to us to be clear; that cultural and linguistic differences be recognized and properly addressed in the educational services provided by Head Start. In addition, the California legislature has through A.B. 1329 made bilingual education a requirement of law for every child in the state found to need such instruction.

Head Start programs in California have perhaps lived up to the letter but have not lived up to the spirit of the law, Mr. Chairman. Programs have remained insensitive to the need that monolingual Spanish-speaking and other language minority children have for bilingual/bicultural services.

3. THERE IS INADEQUATE REPRESENTATION OF MEXICAN-AMERICANS AND OTHER HISPANICS IN ADMINISTRATIVE, EVALUATIVE, AND POLICY-MAKING POSITIONS.

We feel that the unique needs of hispanic children can best be met through the employment of qualified bilingual personnel who are sensitive to their cultural background. However, in California, where the largest minority population is the hispanic-American population, there is a very low percentage of hispanic Head Start directors, hispanic Federal field staff, and contracts let to hispanic evaluation firms. The sad reality is that most Head Start Directors and key staff are not hispanic or bilingual in English and Spanish.

Federal Head Start personnel in Region IX and Washington,

5

D.C. also demonstrate low hispanic representation: there are only two hispanic field representatives for Region IX, and there is only one hispanic supervisor.

We were very pleasedto hear of the recent appointment of Dr. Blandina Cardenas as Commissioner, Children, Youth, and Families Administration. However, to the best of our knowledge the Office of Human Development to date has not one Mexican-American specialist, not one key staff member below Dr. Cardenas, and not one bilingual/bicultural program specialist.

Moreover, consultants hired to assist Head Start programs in improving their delivery of services are rarely knowledgeable about the language or culture of Californian's largest minority-hispanics. Mr. Chairman, there are a great many highly qualified and proven hispanic consultancy firms. Surely the sensitivity of these firms to the needs of hispanic-Americans can and should be utilized.

RECOMMENDATIONS

1. MORE FUNDS SHOULD BE EARMARKED FOR THE NEEDS OF HISPANIC CHILDREN, TO BE MORE REFLECTIVE OF THE MINORITY COMPOSITION OF THE STATE POPULATION.

   One of the requirements of California's new Bilingual Education law (A.B. 1329), is that a thorough and complete census be taken each year of the home language of children in the schools. Head Start Programs could easily use this data to identify the home language of the students they serve, and could then be required to provide this data as part of their new or continuing funding proposals. OE could then earmark funds for programs designed to best meet the needs of limited or non-English speaking children.

2. QUALIFIED HISPANICS SHOULD BE RECRUITED IMMEDIATELY FOR TOP LEVEL PROGRAM POSITIONS.

Some form of affirmative action should be taken immediately to correct the serious shortage of bilingual personnel sensitive to the needs of hispanic-American children. Action should be taken in hiring at all levels: In the Office of Education in Washington, in the Region IX offices, and in Head Start projects themselves.

3. MORE CONTRACTS SHOULD BE LET TO HISPANIC NON-PROFIT ORGANIZATIONS.

To aid in research, review, and the current operations of Head Start programs, there are a great many well qualified hispanic firms whose services should be utilized. We are aware of only two Head Start contracts in California that are currently let to hispanic consultancy firms.

4. THERE SHOULD BE MORE VIGOROUS ADHERENCE TO THE BILINGUAL/BICULTURAL PROVISIONS OF HEAD START GUIDELINES.

As the Supreme Court determined in Lau vs. Nichols, there is no equality of treatment afforded limited or non-English speaking children simply by providing them the same texts and teachers as their monolingual English-speaking peers. Instruction designed to reflect the cultural and linguistic background of the student must be required in Head Start programs.

CONCLUSION

Mr. Chairman, we have provided this testimony in the hope that in doing so, some of the concerns that we share with a great many of your fellow Californians can be aired and expeditiously addressed.

Head Start and other child development programs were created to help all disadvantaged children gain their right to an equal opportunity to succeed in life. We have briefly set forth these concerns and recommendations not to condemn Head Start but in the hope of improving the services delivered, in order to more fully meet the needs of all California children.

We urge the subcommittee's consideration of the concerns we have briefly outlined here, and ask your help in correcting the inequities outlined, so that children from all linguistic and cultural backgrounds may receive the head start they need to succeed in this society.

With Sincere Appreciation,

Dr. B. Roberto Cruz
Executive Director
B.A.B.E.L.

TESTIMONY ON CHILD CARE PROGRAMS

(GIVEN BEFORE SENATOR ALAN CRANSTON IN LOS ANGELES, 12-12-77)

My name is James LaMaida and I represent the Los Angeles County Department of Public Social Services.

Since 1974, our department has not had a great deal of activity in the field of child day care. In that year in California all federal and state subsidized child day care was placed under the administration of our State Department of Education, out of the hands of county welfare departments. Despite our limited activity, I want to speak to two major concerns in the field of child day care:

1. The need to create a federally subsidized day care system apart from Title XX.

2. The need to provide a better day care system for employed mothers on AFDC.

Getting child care out of Title XX

Social Services funds have been frozen at the national level since 1972. This has meant that California has had the same federal allocation of $245 million for over 5 years. We recognize in California that child day care is part of the range of resources that low income and poor people need in order to climb out of poverty. In California, however, we have legislatively determined that the focus of child day care should be on the child's physical and mental development, not merely keeping the child off the streets. For this reason, the primary responsibility for child day care rests with our State Department of

Education not with county welfare departments. Yet, these programs must be funded. Currently, $32 million Title XX dollars or 12.6% of our federal allocation goes for child day care. Significantly, California feels strongly enough about child day care to put $59.2 million of its own money into these programs.

However, as long as there is not a federally recognized child day care system separate from social services, the demand for child day care will syphon off social services funds. Quality child care is expensive. Last year the State Department of Education spent $55,869,552 on 42,261 children -- a cost of $1,322 per child. We can expect this figure to rise. If every eligible child who needed child day care were linked up to Title XX funds in California, it could easily exhaust our federal allocation at the expense of equally vital services such as protective services for children and homemaker services for aged and disabled adults. For the financial stability of our social services programs, but more importantly, to develop quality child development programs, it is imperative that the federal government take the lead in developing a child day care system that is not tied into the funding or regulations of any other human service delivery system.

A better day care system for AFDC working mothers

Although roughly half of the children in the programs just described are from welfare families, there is, in California, a separate child day care system which is even larger than the Department of Education program. That is the AFDC income disregard system. Basically, for AFDC parents who are working, certain work related expenses, such as child care, may be disregarded or deducted from the gross earnings of the recipient to determine the amount of the welfare grant. The actual number of children involved varies with the rate of employment. In July of this year, more than 30,000 families in California were using this method of paying for child care. Because the parent is using his or her earnings to pay the child care provider, the parent has, at least theoretically, a wide choice in types of child care. In actuality, it doesn't work out that way. Statewide, only 4.2% of these AFDC children are in group care other than regular school. (In Los Angeles County, only 2% are group care.) 26% of the children statewide had care provided in their own home. 39.4% had care provided in homes other than their own. Furthermore, we know from experience that areas of high concentration of poverty have fewer child care facilities. We believe this is due to the fact that buildings are of poorer quality in low income areas and therefore less likely to meet licensing regulations.

This lack of licensed facilities combined with the fact that the state operated child care programs usually have long waiting lists paints a bleak picture of child day care for the poor. The income disregard program is an advantageous method for AFDC recipients to maintain employment. We need child care resources to help poor people maintain employment, and we need a far-sighted program to deliver quality child care for these employed parents, as a part of moving into the maintenance of American life.

We, therefore, urge a program which is responsive to the needs of the employed parent while providing high quality child day care. Such a system should not be welfare-focused like the income disregard system, but child-focused. On the other hand, we need to develop flexible alternatives to purely institutional care, such as all night care for parents employed on swing shifts, child care convenient to where parents work, and reasonable cost family-centered care in low income neighborhoods. The counties and the states do not have the ability or funding to develop such alternatives under the present programs. We urge Congress to take the lead in establishing an alternative child care system which is not tied to public assistance programs or present social services systems.

Written Testimony

Senate Human Resources Subcommittee
on Child and Human Development

Hearing on Child Care and related issues
Monday, December 12, 1977

Presented by Laurie Roset, Director
Child Care Information Service
Santa Monica Family Service

This testimony is submitted on behalf of CCIS (Child Care Information Service) of Family Service of Santa Monica. This is an Information & Referral now funded by the California State Department of Education. We cover the communities of Santa Monica, Venice, Westchester, Mar Vista, Culver City and Palms currently with projected expansion into the South Bay cities.

We serve an average of 300 families a month with referral and resource information related to child care needs. We also consult with other programs and agencies regarding assessment of needs, resources and new developments of concern.

In my positon as director an Information & Referral Service, I would like to address myself to other issues as they are impacted on by I&Rs.

DIVERSITY ---INFORMED PARENTAL CHOICE

Diversity would appear to have two meanings: one is to develop and make available a variety of child care models to meet a variety of needs and the other is to make this diversity known to the parent.

A majority of the referral calls we receive are requests for full-time care. Most callers are unaware of the options available or of the differences and individual advantages between in-home, provider home-based or center based care. We believe that very young children (those under 2½ years) developmentally thrive in small, nurturing environments where there is freedom to explore, grow and be given a good deal of individual attention. A family day care home often has the most flexibility to adapt to the needs of this age group. This form of child care is often most adaptive to the needs of a school age child who responds to the home freedom after a structured day. A variety of center-based programs are available for children over 2 and parents can and do make concerned choices when the alternatives are known.

It is of concern to us that some parents take full-time care and give up some part of their parenting time -- not from desire but because they are not aware of child care resources to meet their needs. I&Rs identify, publicize, and sponsor co-ops, play groups, "baby sitting" exchanges to meet these needs for part time care.

I&Rs have taken the responsibility of informing the public of the alternatives available. Parents are now able to make informed choices which meet their needs. If a parent is truly able to make a choice, she or he feels better about the child's welfare and about her or his role in parenting.

VARIETY IN SUBSIDIZED CARE

I&Rs are in a unique position of serving all economic segments of the community. We are all well aware of the eligibility of many of our parents for government assistance in buying child care. It has been our experience in administering an Alternate Payments Program (AB3059) that these parents have differing desires and needs. This program has given them the opportunity to be in direct control of their children's welfare. Parents have chosen home baby sitters, family day care homes, subsidized centers with comprehensive support systems or private child care centers where they are co-mingled with nom subsidized families. The important factor is that the choice belongs to the parent.

It has been our experience that subsidized parents do value the freedom to make a choice and do it with as much concern for quality as does the parent who is operating in the buyer's market.

We identify many more parents who qualify for subsidy than we are able to serve. As a referral service, we are especially aware of the need for subsidies for extended-day care and infant care. Hopefully, additional funding will be forthcoming to support all the available models.

ASSESSMENT OF UNMET NEEDS

The nature of I&Rs is such that they receive requests for all forms of child related services and actively facilitate the matching of resources to needs. Recruitment and technical assistance efforts follow the identified need. This coordinating and facilitating function is one of the most important roles of an Information & Referral service that reaches the whole community.

QUALITY

All of us "in the business" of supplying direct child care or information service are concerned about the quality of care our children receive. I&Rs, by providing indirect services and a support system - to both parents and child care providers, are encouraging the development, maintance and extention of quality care.

CCIS assists the parent with guidelines to choosing care compatible with personal desires, life style and personal concept of quality care. We encourage the parent to seek out quality in the relationship between caregiver and child and we support the parent choice.

We firmly believe that child care providers wish to provide quality care and as a resource center, we provide services such as workshops, classes, toy loans, child development aides, communication lines, consultations and those health and social service referrals that make it possible for them to provide "quality" in their care.

Finally, I&Rs serve as a support system for families by providing information and referrals for related services as well as child care. This resource often proves significant in relieving the pressures that "fall out" on our children, leading to physical and psychologically abusing parenting.

One of our family day care providers has said "Todays children are tomorrow's promises". Thank you for calling for input from the public. We are grateful for the opportunity to testify in behalf of our families....and our children, "Tomorrow's promises"

LEARNING UNLIMITED, F.C.C.H.
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Testimony to Cranston Committee
Constructive Child Care

A. Economics of Child Care.

- I. Aid working parents.
    - a. Added GNP and tax profits.
    - b. Physical/mental well-being of Family.
- II. Aid children.
    - a. Present welfare - - "off-of-streets".
    - b. Future: with child-care vs. without child care.
- III. Some economic myths.
    - a. "A working mother takes a job away from a man."
    - b. "With high unemployment, jobs need to be shared."
    - c. "The economy can't support so many jobs."
    - d. "The energy crunch will cause loss of jobs."

B. Sociology of Child Care.

- I. Group child care vs. "The American Family".
    - a. The Group replaces the large family.
        - 1. Virtues of a large family.
            - a. Virtues for what? The environment of the classic Large Family.
            - b. What about the Large Family in the urban setting?
        - 2. How to duplicate Large Family Virtues in the Child Care Group.
            - a. Joint activities and related activities: Maintenance of the Group. Group eating.
            - b. Mutual care and concern.
            - c. Other peer relationship.

b. Parent involvement. Extended family, clan etc.

  1. Develop children's perception that their group care is a positive concern and commitment (to them) by their parents. Group care is not a shunting-out, but a positive and purposeful family involvement.

  2. Develop children's perception of themselves as emissaries (to the group) of their families.

c. Public involvement.

  1. Programs themselves have to deal so that children perceive them as at least "fair play" and benevolently directed to themselves. (in terms of negotiable opportunity structure).

     a. Since it is probably impossible to unify children's services into a single system -- there needs to exist the open possibility for each program to demand fund transfers from one or more other program when clearly warrented by a child's welfare.

     b. Program restrictions need to avoid pinning labels on children ("needy, underprivileged, income eligible, AFDC etc.). If recent Stanford University experiments with "guard-prisoner" labels! By the same token, children should not be robbed of experiences of free association. "Poverty, restrictions" should be abolished.

II. Children's emotional structure.

  a. American culture has historically tended to neglect and ignore children's emotional needs.

     1. This probably explains our excessive competitiveness and restlessness.

     2. In crowded urban conditions even emotional substitutes are largely absent--hence increasing school failures.

     3. Schools--even recreation facilities--make inadequate provision (Cf. articles by Bronfenbrenner.).

  b. Therefore emotional structure is the central area of experience which needs to be incorporated into children's programs.

C. The fiscal side.

I. Two sides of the ledger: Outlays for quality child care represent investment, not "tradeoff".

a. The Public and their Budgeteers must learn what to budget. Child care (and other social service outlays) budget the future, not the past.

b. What are future pay-offs?

1. Productivity of future adults.
2. Consequent reductions of dependency drains: welfare, poor physical and mental health, crime (police) and imprisonment.
3. Increased tax collections.
4. Reduced governmental costs.
5. Reduced tax burdens.

c. Illustration: See attached partial child-care evaluation.

II. What do we bargain for without child care--or with bad child care?

Answer: Clearly the "opposites" of above, including increased costs of government and demoralized population.

Outline prepared by
Robert D. Gordon, Ph. D.
(Mathematician)

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August 23, 1977

What is the Project?

Family Child Care Home is an initial project of Learning Unlimited, Inc. It is State funded under AB3059 by the Office of Child Development, California Department of Education.

Purpose:

To provide day care family home to children (2 to 12 years old) based on the existence of the following conditions:

(1 Parents are engaged in employment;

(2 Children need care while their parents are seeking employment;

(3 Parents are engaged in vocational training;

(4 Parents are incapacitated so they are prevented from giving adequate care without assistance;

(5 Children need protective service which includes day care in an approved day care family home.

Enrollment Priority:

The following priority schedule is used when enrolling families for child day care services:

(1 Working single-parents with the lowest income.

(2 Working two-parents with the lowest income.

(3 Single-parents with the lowest income and who require subsidized child day care home in order to maintain or commence an employment training plan or to seek employment.

Supplement to Attachment A

Our program represents an aspect of recent legislation, signed by the Governor as an urgency measure, July 7, 1976. The measure, Chapter 344, provided the statutory framework for Alternative Child Care Programs and appropriated ten million dollars for their support in 1976-77.

Section 8400 of the Education Code states the purposes of the measure:

(1) to test potential cost-reducing child care alternatives.

(2) to provide a broad range of choices for parents needing publicly subsidized child care services.

(3) to address unmet child care needs in communities throughout the state.

(4) to provide for identification of workable child care practices which might be duplicated in other areas.

Immediately following the Governor's signature of this legislation, the Office of Child Development mailed some 2,200 application packets to individuals and agencies throughout California. Of these, 534 were returned: total funding applied for amounted to $66 million.

These applications underwent three separate ratings before final decisions. Selections represented a broad range of program types; all were reviewed by the Governor's Advisory Committee on Child Development Programs. Agencies were then further checked out by individual staff members of Department of Education. 114 selected agencies were finally funded, distributed over many parts of California and representing the intended broad range of service modes. Authorizations ranged from $2,800 to $366,666; the majority of agencies received funding levels less than $40,000. Learning Unlimited Family Child Care Homes received an authorized $100,000.

1977/78 = 223 000.00
1978/79 = 280 000.00

Reference: Alternative Child Care Programs
(Chapter 344, Statutes of 1976)
Interim Report

Wilson Riles, Supt. of Pub. Instr.
July 1977

RDG/pgc

Public Value of Child Care Service.

by Robert J. Gordon, Ph.D.
Learning Unlimited FCCH.

It is widely attested by professionals that a child's early experience is crucial to his lifelong experience and his value to society. This is the period when important attitudinal habits become established, habits which forebode future success and satisfaction or failure, frustration and alienation.

A good child care program provides to a child experiences of:

social responsiveness.

consideration for others.

being himself respected and appreciated.

encouragement, positive guidance and self confidence.

behavior which has these results.

This is the type of program Learning Unlimited FCCH has developed.

Absence of a child care program -- for children who need it! -- simply implies a "street program" or at best a tension- and want-ridden home. Almost sure results are the direct opposites of the above experiences -- habits of tension, failure and resentment result both from actual practice and from parental example.

The clear implications for the future are obvious. The end-product of good child-care is destined for a probable future of productiveness and social awareness. Productiveness alone will account in particular for

- added "GNP", equivalent to income,
  average per capita (adult, in 1977 dollars) ca. $7000
- payment (annually) of taxes, ca. 40% $2800

In contrast the child denied such needed quality child care is destined to expect failure and being ill-used, to experience

---

them in fact from sheer habit --leading to probable

- simple dereliction: no economic value.
- habits of dependency: public annual cost ca. $2500
- mental illness: public annual cost ca. $5000
- criminality (all grades): public cost ca. . . $10000

Evaluation.

1. Economic benefit. Compare +$7000 "added GNP" against non-productiveness, over working lifetime (16 to 65). Assume the simple (and somewhat inaccurate) life survival function for age t (after age 10)

(1) $$\phi(t) = e^{-0.01(t-10)}$$

which corresponds to mortality rate 10 per 1000 -- much higher than actual up to late middle age. Omitting inflation (i.e. sticking to 1977 dollar values), we discount future earnings at 3% (continuous for simplicity). Then a person who earns $7000 per year for life from age 16 to 65 accounts for a present value

(2) $$E = \$7000\, e^{-.03(16-6)} \int_0^{49} e^{-.01t}\, e^{-.03}\, dt$$

$$= \frac{\$7000\, e^{-0.3}(1 - e^{-.04\times 49})}{0.04}$$

$$= \$111,390.$$

2. Public treasury benefit. This time we compare taxes collected (from a former child-caree) versus likely dependency cost.

Taxes collected (resulting from child care) . . . $2800

Average dependency cost (no child care) 2500

Net treasure advantage . . $5300

Applying the same calculation as above to this annual difference ($2800 collected versus $2500 outlay) gives the proportional present value

(3) T = $84,330

3. Cost of child care. Suppose a child needs child-care from age 2 to 12, average 8 hours per day, 6 days per week, at cost of $1.50 per hour. This gives an annual cost 3744. Over 10 years (2 to 12) this will cost only $37,440. Consequently:

a.) Economic pay-off rate = $\frac{\$111,390}{\$37,440}$ = 2.98 to 1.

b.) Tax pay-off rate = $\frac{\$84,330}{\$37,440}$ = 2.25 to 1.

Notice that these numbers represent not broad risks, but quite secure public values.

Interpretation.

Assume that the Child Development Agency "saves" (over 10 years) some $37,440 by failing to provide child care to a child who needs it. Then simple fiscal prudence dictates that the Agency should commit $84,330 to a trust fund, at permanent prime interest rate, to finance future fiscal costs resulting from this supposed "saving". That is:

Cost of providing child care = $37,440.

Cost of not providing same = $84,330.

A second point. These calculations assume that quality child care is accessible, reliable, and continuous as needed. Interruptions (e.g.due to "budgetary problems" etc.) can be even more damaging -- and costly -- than no programs at all.

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PASADENA CONSORTIUM ON CHILD CARE

Testimony to the Subcommittee on Child and Human Development

The Pasadena Consortium on Child Care is the coordinating group for child care in the northwest San Gabriel Valley. It was organized in 1971 by the United Way Planning Council in response to the identified need for coordinated leadership in support of quality child care.

The purpose of the Consortium is to mobilize the resources of the Pasadena/Foothill community in support of adequate quality child care services and, through coordination and planning, to assure their most efficient and effective use to serve the needs of children and families. Membership in the Consortium is open to anyone in the area committed to furthering this purpose, and membership presently numbers more than 350.

In the process of developing a comprehensive plan, (copy enclosed), the Consortium has developed a set of specific goals for itself. These are:

* To expand the provision of quality child care services.

* To expand community awareness of child care needs, the resources available, and the benefits of quality child care.

* To provide timely and topical information to child care providers and parents of young children.

* To promote the expansion of child care resources and community awareness and the dissemination of child care information by securing stable funding for the Child Care Information Service.

* To encourage the most effective utilization of existing child care resources.

* To advocate the passage and enforcement of quality legislation and regulation in the field of child care.

* To provide the community with the maximum choice of quality child care alternatives.

The functions of the consortium are those of catalyst, advocate and technical advisor. It is not set up to administer direct services to children.

451

The concept of a volunteer coordinating body for child care is a relatively new one -- and one which we are pleased to report, is being duplicated in other parts of the county and state. We feel uniquely qualified to testify on child care needs because our organization is so broadly representative of the child care community, including parents, nonprofit centers, propriety centers, public programs, family day care providers, and social service agencies.

Two of the issues raised at the December 12 hearings are those of service duplication, and information gathering. The Pasadena Consortium is by definition, a means of avoiding duplication and ensuring maximum utilization of resources. Through coordination and planning, the Consortium helps meet the community's child care needs in the most efficient manner. Another role of the Consortium is to gather information about resources and gaps in services. In fact, shortly after its formation, the Consortium organized the Child Care Information Service to act as a central source of information on child care. The Consortium and the Information Service have conducted several surveys of child care resources and needs, as well as studies on specific child care issues, such a health care, fees, employee salaries and vulnerable children. We would be happy to share this information with you or assist in the collection of additional information.

The issue around which the discussion of information gathering focussed at the hearings was that of unlicensed care and its effect on children. While we have no specific data on this question, we can point to some historical evidence. California, one of the leaders in the child care field, began licensing child care facilities in 1913. For a brief period in the 1940s licensing was suspended in the state. One of our members, a retired State licensing worker, tells us that the result was a large increase in the number of unsafe, proprietary operations whose concern was for profit, not children. While the situation of children in unlicensed care is not necessarily the same as the total absence of even minimum health and safety standards, our past experience should tell us something about the general quality of unregulated care.

The December 12th testimony included much discussion on the merits of publicly subsidized versus privately funded child care. Cost factors and conflicting sets of regulations were well covered. One point that was not brought out, however, was that, in most states, regulations governing public and private care act to segregate children: poor children in costly subsidized facilities with many social services; middle and upper class children in less costly facilities with fewer services. Any comprehensive child care legislation must deal with this issue. Certainly multiple and conflicting sets of regulations must be eliminated. In addition, all children and families should have access to all available options so that they can choose the one best suited to their needs. One possible alternative is already being tried in California under AB 3059 with care being subsidized through a voucher/vendor system. Other systems should also be explored. Whatever approach or approaches are incorporated into legislation however, they should meet the goal of providing families with a wide variety of choices among quality care options at reasonable cost.

Two other specific child care needs should be addressed in the forthcoming legislation. Briefly, these are:

- the need for more care--especially for infants and school aged children. A recent survey in Pasadena (before the implementation of AB 3059) showed few infant spaces and hardly any subsidized ones. There are also few spaces for before and after school care.
- the need for more spaces for handicapped youngsters and the resources to train staff to care for these children. This is especially necessary in light of the new Education for All Handicapped Children Act, which mandates that all children, 0-21, be educated in the least restrictive environment. Also respite care needs to be available to the parents of these children.

Meeting the child care needs of children and families will undoubtedly cost a lot of money for quality child care is not cheap. We must keep in mind, however, that this is money well spent. Parents who feel good about their child care arrangements will make more productive and reliable employees. And children who are well cared for now will not have to be care for later (at public expense) in state hospitals and institutions.

THE PLANNING COUNCIL
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PASADENA CONSORTIUM ON CHILD CARE

COMPREHENSIVE PLAN

1976 - 1978

Chairperson: Mrs. Marian Priver

Staff: Enid Joffe

PASADENA CONSORTIUM ON CHILD CARE INCLUDES MEMBERS FROM:

ABC Child Development
Action Council for Comprehensive Child Care
Alhambra Day Nursery
All Saints Day Care Center
Altadena Cooperative Nursery
Appletree Cooperative
Arcadia Parent Participation
Calvary Week Day Nursery School
Cerebral Palsy Center of Pasadena
Child Development Center for Caltech Families
Child Development Program, California State University at Los Angeles
Children's Country House
Childrens Hospital--Regional Center for the Developmentally Disabled
Community Housing Child Development Center
Community Housing Services
Cottage Cooperative Nursery School
Dubnoff Center
Education Center
El Arca
Escalon School
First Methodist Nursery School
Foothill Family Service
Glendale Children's Center
Greater Los Angeles Community Action Agency
Hastings Ranch Nursery School
Haven House
Head Start State Pre-School
Junior League of Pasadena
La Casa Community Center
Lake Avenue Church Cooperative Nursery School
Little People Preschool
Maryvale Day Care Center
Mini-School
Mothers Club Community Center
Neighborhood House
Oneonta Cooperative Nursery
Pacific Oaks College
Pasadena Area League of Women Voters
Pasadena Art Workshop
Pasadena Child Guidance Clinic
Pasadena City College
Pasadena Community Services Commission
Pasadena Day Nursery
Pasadena Department of Human Services-Health Division
Pasadena-Foothill Urban League
Pasadena/Foothill YWCA
Pasadena Mental Health Center
Pasadena Public Library
Pasadena Unified School District
Pilgrim Nursery School
Polytechnic School
Pomona Health Center
Richardson's Cherub Chalet Nursery School
St. Edumund's Nursery School
Salvation Army
San Fernando Valley Child Care Consortium
San Gabriel Valley Camp Fire Girls
San Gabriel Valley Mental Health Service
San Marino Congregational Nursery School
Sequoyah School
Small World Preschool
Southern California Association for the Education of Young Children
State Department of Health
Temple City Christian Preschool
Villa Esperanza
Villa Parke Center
Voluntary Action Center
WATCH
Wee Kirk Nursery School

9/76

TABLE OF CONTENTS

I. Introduction

A. Reason for the Consortium 1
B. Summary of the Goals of the Consortium.................. 1
C. Definition of Child Care................................ 1

II. Profile of Child Care Needs and Services

A. Child Care Needs.. 2
B. Child Care Services..................................... 3

III. Accomplishments 1973-1975

A. C.C.I.S... 5
B. Extended Day Care....................................... 6
C. Health.. 7
D. Legislation... 8
E. Public Relations.. 9
F. Training.. 10
G. Vulnerable Children..................................... 10

IV. Goals and Objectives 1976-1978.......................... 12

V. Action Plan 1976-1978

A. Child care Information Service.......................... 14
B. Extended Day Care....................................... 15
C. Health.. 16
D. Legislation... 16
E. Public Relations.. 16
F. Training and Support Services........................... 17
G. Vulnerable Children..................................... 17
H. Ways and Means.. 18

SECTION I

INTRODUCTION

I. A. Reason for the Consortium

The Pasadena Consortium on Child Care was organized in the Spring of 1971 as a committee of the Pasadena Community Planning Council, now The Planning Council of United Way, Inc., Region II, Los Angeles County.

The purpose of the Consortium is to mobilize the resources of the Pasadena-Foothill community in support of adequate quality child care services and, through coordination and planning, to assure their most efficient and effective use to serve the needs of children and families. Membership in the Consortium is open to anyone in the area committed to furthering this purpose.

The Consortium was established because the need for coordinated leadership in support of quality child care was identified by professional early childhood educators, parents and other interested community people. The Consortium's functions are those of catalyst, advocate and technical advisor. It is not set up to administer direct services to children.

B. Summary of the Goals of the Consortium

1. To expand the provision of quality child care services.
2. To expand community awareness of child care needs, the resources available, and the benefits of quality child care.
3. To provide timely and topical information to child care providers and parents of young children.
4. To promote the expansion of child care resources and community awareness and the dissemination of child care information by securing stable funding for the Child Care Information Service.
5. To encourage the most effective utilization of existing child care resources.
6. To advocate the passage and enforcement of quality legislation and regulation in the field of child care.
7. To provide the community with the maximum choice of quality child care alternatives.

C. Definition of Child Care

The term "child care" is used principally to mean any form of regular care for children aged 0 to 14 years by persons other than relatives and outside the child's home. This may be full-day or part-day care. However, occasional care provided in cases of emergency is also included in this definition.

Child care includes the services of day care centers, nursery schools, pre-school education programs and family day care homes. Afterschool and before-school care for school-aged children (extended day care) is included as well as services for pre-school aged children.

SECTION II

PROFILE OF CHILD CARE NEEDS AND SERVICES

According to a survey conducted by the Child Care Information Service in the Fall of 1975, there are 5,212 places available in any form of licensed child care in the communities of Arcadia, Altadena, Duarte, Monrovia, Pasadena, Sierra Madre, South Pasadena and San Marino. This includes full-day and part-day care of all types, and is a mixture of paid, part-paid and free services.

In the same area, the 1970 Census counted 69,211 children under 14 years of age.

We have child care for less than 8% of our children!

II. A. Child Care Needs

There are, unfortunately, no data presently available which tell us the exact number of children in need of child care services. We can, however, estimate the need for care by looking at the number of children in the community, the number of working mothers and similar statistics.

According to the 1970 Census, the communities of Arcadia, Altadena, Duarte, Monrovia, Pasadena, Sierra Madre, South Pasadena and San Marino contain 25,168 children under age 6 and 44,043 children aged 6-14 for a total of 69,211 children 14 or under. These figures represent a maximum estimate of the demand for child care. Obviously, not all these children need full-day or part-day child care. However, there is increasing awareness of the value to the community, as well as to parents and children, of quality child care services. The importance of a stimulating learning environment for young children which is stressed by child development experts, along with other considerations such as the increased numbers of working mothers, the Women's Liberation movement and changes in welfare regulations, contributes to a broadly based community demand for child care.

Another way of approaching the question of need is to focus on specific groups with a particular need for child care. One such group is working mothers. In the communities named above, the 1970 Census shows 5,514 women in the labor force with children under 6 and 10,387 women in the labor force with children aged 6 to 17. Since many women have more than one child, there are at least 15,901 children under 17 whose mothers are in the labor force.

This should not be taken as an accurate assessment of the need for child care. Many mothers who are presently not working may wish to, or may need to work, but are prevented from taking a job or training because of their inability to find quality child care at a reasonable cost.

The lack of child care resources may be one reason that relatively few women with young children work. The proportion of women in the labor force rises from 33% of those with children under 6 to 51% of those with children over 6.

There is also evidence that the demand for child care is increasing among working mothers. There has been a steady rise in the proportion of women in the labor force over the last 30 years, and the increase has been particularly great among the mothers of young children.

Another group with a critical need for child care consists of single parents. In 1970 there were 5,968 single, widowed or divorced women with children under 17. As one would expect, the proportion of mothers in the labor force is much higher where no husband is present - 58% of single mothers as compared to 33% of all women with children under 6, and 76% of single mothers as compared to 51% of all those with children aged 6 to 17. In addition, there is a smaller group of single, widowed or divorced fathers who also need child care.

Other groups which have a special need for child care services are families where one or both parents are pursuing further education or involved in some form of occupational training.

Finally, child care is also needed for many children whose mothers are at home during the day. Child care may be needed for the sake of the child's development, for the mental health of the mother, or to free the mother to participate in other community activities.

II. B. Existing Child Care Services

Looking at the licensed child care services available in the Child Care Information Service area,* points out a very serious gap between the needs and the resources available.

1. Pre-school children

A survey conducted by the Child Care Information Service in the Fall of 1975 shows that full-day group child care services exist for 1,728 pre-school children in proprietary and non-profit centers and in public programs such as the Children's Centers, three State Department of Education A.B.99 projects and one full day Head Start program.

Part-day child care is provided for 2,683 pre-school children in proprietary centers, non-profit centers, and in the School District's Pre-school, Head Start and Adult Education Pre-schools.

In addition, there are 801 licensed spaces in family day care homes which may be used for either full or part-day care.

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*Arcadia, Altadena, Duarte, Monrovia, Pasadena, Sierra Madre, South Pasadena, and San Marino

Most of these programs are for children aged 2 to 6 years. Only 214 of these places are full day care for infants (aged 0 to 2 years) - 179 in family day care homes and 35 in group care in A.B. 99 State Department of Education programs. According to the 1970 Census, there are 12,578 infants in the service area covered by CCIS.

2. School-aged Children

Extended day care (before and after school care for school-aged children) is available for approximately 919 children.* 399 places are in children's centers and A.B. 99 projects, 7 in proprietary centers, 124 in non-profit centers, 299 in family day care homes, and 150 in Girls' Club recreation programs.

Another dimension of the need for child care is related to cost. The average full day programs cost $27.50 per week per child. Some programs are as high as $35 per week. If a parent is enrolled in a recognized training program, the Department of Social Services will pay for the parent's choice of child care. Often, however, the lower income family must find service through the School District, which may provide care free or on a sliding scale or through a free Head Start or State Department of Education A.B. 99 program. Together these provide for 322 children in full day care and 896 in half day programs. All of these programs have long waiting lists.

Obviously, we are a very long way from providing child care services to meet the needs of all parts of the community.

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*This number excludes children attending private schools who received extended day care from the school.

SECTION III

ACCOMPLISHMENTS 1973-1975

III. A. The Child Care Information Service

The Child Care Information Service was established by the Consortium in March 1973, in response to the community's need for a central source of information on child care. At the request of the Consortium, the City of Pasadena agreed to fund two staff positions under the Emergency Employment Act -- a director's position and a part-time bilingual assistant.

The principal aim of the Child Care Information Service is to enable the parent looking for child care to find the type of quality care which meets the needs of the child and family. This means helping parents identify what good child care is and providing information which helps them make their own choice of care. In the interests of expanding the supply of quality child care, the Infomation Service also provides information and services to potential and existing providers of care.

Among the many activities of the Child Care Information Service over the past two and one half years have been the following:

- A Child Care Survey of all group programs for children under 5 was conducted in March and April 1973, to gather information important to a parent thinking of enrolling his or her child in a program. Information on child care needs was also obtained and statistics on what was currently available.
- Checklists have been developed for parents in both Spanish and English on what to look for when selecting a family day care home or school or day care center.
- Information has been collected for existing and prospective providers of child care on salaries, health, child care services in the community, family day care, day care licensing requirements, substitute teachers, educational opportunities and training programs. Surveys have included a Family Day Care Survey in July 1974, a Vacancy Survey in October 1974, and an Extended Day Survey, in January 1975.
- The Information Service has made information available to all segments of the population including Spanish-speaking parents and Spanish-speaking prospective family day care mothers. During the past two years, six Spanish-speaking day care mothers have been assisted in receiving licenses. Before 1973, there was only one bilingual family day care mother in Pasadena.
- CCIS has participated in several programs to increase the availability of quality care. These are more fully described below in the section on training (see page 10).

CCIS and the Consortium became a project of the Junior League in July of 1974. In addition to funding, Junior League volunteers have made many contributions to CCIS including the establishment of a Toy Loan and the Resource Center at the Villa Parke Center for family day care mothers and directors of programs.

Since January of 1975, CCIS, under a contract with the City of Pasadena, has administered a unique program to provide child care information and referral and also pay for child care services to parents enrolled in the Comprehensive Employment Training Act.

The need for a central source of information on child care is evident in the growth of the Child Care Information Service since 1973. The area covered has expanded in two years from the Pasadena Unified School District (Altadena, Pasadena, Sierra Madre), to the adjacent areas of South Pasadena, Arcadia, San Marino, Monrovia and Duarte. The activity of the office has increased to 77 contacts a day, at last count. This includes calls in and out, office visits, outside visits, and meetings. The staff now includes a director, a full time bilingual secretary and a part-time employee working on CETA child care. CCIS continues to fill a critical need in the community for child care information.

B. Extended Day Care

Extended day care refers to before and after school care for school-aged children. This type of care is often mentioned as a great need of the Pasadena area.

To determine the extent of the need for extended day care, a survey was conducted by the Child Care Information Service in January 1975. The results confirmed the impression of a lack of extended day care -- there were only 508 spaces in all of the Pasadena Unified School District! *

The findings of the Study were discussed at a brainstorming session with the participants in the survey including representatives from day care centers doing extended day care, WATCH, Children's Centers, YMCA, YWCA, Boy's Club, Girl's Club, Pasadena Recreation Department, Pasadena Art Workshops, Pasadena City College, Pacific Oaks College, and the Pasadena Consortium on Child Care. The distinction between drop-in recreation and extended day care was discussed and the possibility of expanding drop-in care to become extended day care is being explored. The need for staff trained in extended day care was identified. Subsequently the Consortium contracted with Pasadena Community Services Commission to train 15 workers in extended day care using federal funds from the Comprehensive Employment Training Act with the City of Pasadena as prime sponsor (see write-up under training).

During the period 1973-1975, Consortium members have increased the amount of extended day care available:

- The YMCA Allendale Day Camp opened in the Fall of 1974 with 25 extended day spaces for children in the first through third grade attending Allendale Primary School. The program expanded in the Fall of 1975 and now includes after-school care for up to 60 children from Allendale, Jefferson, and Linda Vista.

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*This number excludes children attending private schools who received extended day care from the school.

- The Neighborhood House Day Care Center expanded their program in September of 1974 to include after school care for 36 children, kindergarten through third grade, attending Don Benito school.
- Community Housing, an Assembly Bill 99 State Department of Education program, opened in January 1974, and provides extended day care for 10 children.
- In addition, the Consortium's Family Day Care Training Project included family day care mothers with extended day spaces (see training section, page 10 for full discussion.)
- The New Revelation Baptist Church through the Turner School of Learning has begun providing extended day care and transportation for up to 50 children ages 5-18.

C. Health

In 1974 a survey was conducted to assess health care needs for children in day care and pre-school programs. The survey was extended to many directors of day care centers and the parents of children attending the programs, throughout the Pasadena, Altadena, and Sierra Madre areas.

The results of the survey identified a pressing need for health care of the sick child, and tried to identify the type of care most desired by parents and directors of the centers. Very few day care facilities have the personnel or space to care for the sick child. Preference for type of care seemed to be for a familiar place and many parents indicated interest in a health care insurance plan to provide care for the sick child at home by trained workers. Some areas of need could probably be met through the organization and use of volunteers.

The committee has spent many hours attempting to develop a plan to meet this need and will continue to give priority to the problem.

Another important area revealed by the 1974 survey was the need for special health programs for children in day care. In November 1974, the Health Committee, through the Child Care Information Service and Junior League volunteers, started to implement a plan presented to the Consortium by Dr. Brown of the Pasadena Health Department for PREVENTIVE DENTAL HEALTH CARE. Five clinics have been set up at the Pasadena Dispensary for day care children 3 to 5 years old. At each clinic approximately 65 children are given a dental screening exam for cavities. Also they are given a toothbrush and shown the correct way to brush their teeth. Special parent meetings are set up before the clinics to inform parents of good dental care and how they can help their children develop these habits. The response from persons involved in this program has been very positive, and the committee hopes this important health service will be continued.

Finally, in the Fall of 1975, a Nutrition Workshop was held to educate the community about good nutrition for young children. Plans are being made to repeat this highly informative program.

D. Legislation

The Legislative Committee was formed in January 1975, at the request of the Child Care Consortium to keep them apprised of current State and Federal legislation.

The Legislative Committee has had the following goals:

1. To serve as a resource group for the Consortium and to do specific research at their request.
2. To present positions and information on potential, pending or existing legislation and to alert the Consortium so that action groups can be formed to actually influence the quality and outcome of such legislation.
3. To serve as a pooling place for data relating to child care legislation.
4. To expand the awareness of the community in general with regard to child care legislation.

The activities of the Committee can be classified into the two broad categories of input into the Committee and output by the Committee. With regard to input the Committee has

- aquainted itself with current child care legislation and past pertinent materials
- sought and obtained legislative information from Consortium members, Children's Lobby, legislators and State and Federal staff
- studied and become familiar with the legislative process
- established and maintained an up-to-date file of information for its use and the use of others
- divided the responsibility for legislation so that one member followed a particular piece of legislation for the Committee.

The output of the Committee has included:

- testimony on the State's proposed Social Services Plan for implementing Title XX
- letters to legislators expressing interest, opinions and Consortium positions on proposed legislation
- providing legislative information to the Consortium through reports and Consortium meetings
- sponsoring special meetings to inform Consortium members of legislative developments and seek Consortium input

- arranging for Rita Gordon of the Office of Senate Research to speak at the Consortium Annual Meeting in June 1975
- providing information for articles in local newspapers
- communication with other individuals and groups requesting information on legislation and child care advocacy including groups with which committee members are affiliated.

E. Public Relations

The Consortium has conducted a number of activities to increase the community's awareness of the need for quality child care and to keep its own membership informed on child care issues.

Newsletter

With the help of a Junior League volunteer, a Consortium Newsletter, Up-Date, was started in the Spring of 1975. The response from the community was very favorable, and the Newsletter will be continued.

Conferences and Celebrations

A Consortium-sponsored Children Are Important Workshop was held in December of 1973 and attended by over 500 persons from all over the State. Dr. Wilson Riles, State Superintendent of Public Instruction, was the keynote speaker.

Every Spring, the Week of the Young Child is sponsored nationally by the Association for the Education of Young Children. The Week was celebrated in 1973 with a Consortium organized Activity Fair at Jefferson Park. In 1974, city-wide open houses were coordinated by the Consortium, publicity was obtained in the local papers, and there were spot announcements on KRLA. In 1975 during the Week of the Young Child, there was a birthday party for the Child Care Information Service at the Villa Parke Neighborhood Center with workshops, activities and booths, and Assemblyman Frank Lanterman as speaker.

Publicity

To increase awareness of child care in the community, the Consortium was instrumental in obtaining the following newspaper articles:

In April 1973, the opening of the Child Care Information Service was written up on the front page of the Star News.

The Star News gave front page coverage to the Vacancy Survey which the Child Care Information Service completed in October 1974.

The Pasadena Guardian did two feature stories on Child Care and the Consortium in March of 1975.

F. Training & Support Services

Over a two year period three projects involving training in child care have been contracted to the Consortium through the Child Care Information Service by PCSC (Pasadena Community Services Commission, Inc.), All three programs included Spanish speaking only enrollees and have thus been bilingual in nature.

From April to October of 1974, a Consortium Task Force planned and implemented a course for some fourteen Operation Mainstream enrollees, low income persons 45 or older. Included in the training were general orientation, counseling, course work at PCC, observation in day care centers and on-site placement for work experience. The goal of the project was to prepare the enrollees for employment in day care centers.

A project whose goal was to train low income persons to work in extended day care centers was carried out between February and June of 1975, and involved 15 CETA trainees. Again a Task Force from the Consortium planned the program of training for 16 weeks, including per week 5 hours of classroom sessions and 20 hours of on-the-job experience. At least twelve sites were used for observation in a program similar in design to the Operation Mainstream effort.

The third program is the training of 15 or so more CETA participants who are interested in operating family day care homes. The project will consist of two 6-month segments, each involving 8 persons who are all in the process of applying for State licenses. Training includes resource center workshops, visits to family day care homes and work experience of 20 hours a week for five months.

The resources of the Consortium were also utilized in a child care training program conducted for members of the Pasadena Junior League in the Fall of 1974. The nine sessions covered a variety of topics including family day care, the special needs of special children and what to look for in a day care center. A three-session mini version of the course was offered in the Spring of 1975 and will be repeated again in the Spring of 1976.

G. Vulnerable Children's Committee

The Vulnerable Children's Committee was established in 1972 after it had become evident to the Consortium that a special group was needed to assess the number and needs of vulnerable children and the resources necessary to meet their needs.

Vulnerable children are defined as developmentally handicapped* children between the ages of 0 and 18 whose exceptional needs require early and ongoing specialized intervention (see Vulnerable Children's Committee Work Plan for a fuller definition).

Since 1973, the Vulnerable Children's Committee has worked to increase public awareness of the special needs of the vulnerable child and to develop the resources to meet those needs.

1. Through the meetings of the Committee, gaps in services for the vulnerable child were recognized and agencies took steps to fill those gaps.

2. The Committee served as a catalyst for the coordination of agencies into an integrated network of services for the vulnerable child.

*Development is defined as the step by step growth and maturation process of a child. Any disruption of this process will result in some kind of developmental handicap.

3. The Committee was directly involved in the development of new resources for the vulnerable child such as

   - the Pasadena Child Guidance-Therapeutic Nursery School
   - the Diagnostic Counseling and Referral Center at Villa Esperanza
   - vendered day care homes and centers

4. The Vulnerable Children's Committee took on major responsibility as co-sponsor, together with the Dubnoff School, of the Dubnoff Outreach Program. This program was established for the purposes of increasing the number of "high risk"* children taken into normal child care settings and improving the skills of care-givers in providing services.

   In particular, the Vulnerable Children's Committee participated in

   - establishing the outreach service in the community
   - planning consultation meetings for day care and pre-school directors
   - conducting training and education programs for parents and teachers.

   Judging from the response to the project by parents and providers and the number of requests for service, the Committee feels that the Dubnoff Outreach Program has been successfully achieving its goals.

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*A high risk child is a child who is not at present developmentally handicapped, but may become so if there is no intervention.

SECTION IV

GOALS 1976-1977

1. Expansion of Child Care Resources

   To expand the provision of quality child care services by:

   a. Compiling and making available up-to-date information on the child care needs in the area. (CCIS)

   b. Improving the quality of present resources, and assisting in developing new resources. (CCIS, training, Dubnoff)

   c. Identifying unmet child care needs in the community and developing programs to meet those needs. (CCIS, vulnerable children, health, transportation, extended day.)

2. Expansion of Community Awareness

   To expand community awareness of child care needs, the resources available, and the benefits of quality child care by:

   a. Sponsoring or co-sponsoring child care conferences, including at least one major local child care event during the year (Consortium program meetings, Week of the Young Child).

   b. Promoting consideration of child care needs in city planning (legislation).

   c. Informing employers of child care needs and resources (programs for employees).

3. Dissemination of Information

   To provide timely and topical information to child care providers and parents of young children.

   a. Conducting regular meetings on topics of special interest, at times and places convenient to those concerned. (Consortium program meetings)

   b. Disseminating information about child care.(Consortium Newsletter, CCIS)

   c. Conducting outreach to new target populations. (CCIS, Vulnerable Children)

4. Funding for the Child Care Information Service

To promote the expansion of child care resources and community awareness and the dissemination of child care information by securing stable funding for the Child Care Information Service.

5. Cooperation Among Providers

To encourage the most effective utilization of existing child care resources by:

a. Encouraging cooperation between providers of child care on issues of common concern.

b. Promoting the integration of child care services and the minimizing of duplication of effort.

6. Advocacy

To advocate the passage and enforcement of quality legislation and regulation in the field of child care by:

a. Keeping informed on developments in the public sector related to child care (Legislative Committee).

b. Providing informed comment on pending legislation and regulations (Legislative committee, testimony).

c. Providing input into and active support for legislation and public programs improving the quantity and quality of child care services. (Legislative Committee)

7. Expansion of Choice

To provide the community with the maximum choice of quality child care alternatives.

SECTION V

ACTION PLAN 1976 - 1978

The following action plan for 1976 to 1978 has been developed by the Consortium. It describes the priority areas of need to be addressed and objectives for the Consortium to work on in this three year period.

This is not intended as an inflexible work plan. Problems, needs and resources change, and new objectives may be incorporated during this time. However, the Action Plan lays the framework for the Consortium's activities. The Plan focusses on those areas of need where the cooperative planning, organizing and advocacy functions of the Consortium can contribute to improvements in the child care picture.

A. Child Care Information Service

The work of the Child Care Information Service in the next three years will be centered around the following concerns, groups and activities:

Information and Referral System

1. Maintain and improve information and referral service to parents.
2. Maintain and improve information to and interaction with providers through such means as
   - Regular follow-up on referrals
   - Regular up-dating of records
   - Regular opportunities for get-togethers with other providers
   - Regular (at least yearly) visits to all providers.
3. Maintain and improve information to potential providers.
4. Upgrade information and referral service in Arcadia, Altadena, Duarte, Monrovia, Sierra Madre, South Pasadena and San Marino.
5. Increase follow-up to document and/or improve effectiveness.

Identification of Gaps and Needs

1. Surveys on needs for service which are not being met.
2. Surveys on vacancies, average rates, salaries, resources and training on a regular basis.
3. Identification of difficulties with provision of needed services, e.g.
   - Sick or problem child
   - Substitutes for family day care homes
   - Difficulties with environment or program

Improvement of Day Care Quality

1. Education of parents with regard to such things as

   - Alternatives in day care
   - Guidelines on what to expect or demand from day care
   - Financial assistance

2. Support services for new and on-going providers, e.g.

   - Materials workshops
   - Program techniques
   - Funding sources and assistance
   - Continuing education
   - Maintain a file of courses and educational opportunities currently available in child care

3. Assistance and support to the Consortium in devising ways of meeting identified needs for service.

4. Individual consultation with parents and providers.

Community Relations

1. Outreach to potential providers of service in areas of identified need (see under Identification of Gaps and Needs).

2. Development of agency visibility in cooperation with the Consortium for funding purposes.

3. Cooperation and coordination with other agencies to implement our programs.

4. Consultant services to other communities interested in starting information services.

Volunteer Involvement

1. Develop specific slots for volunteer participation in

   - Information and referral
   - Agency visitation
   - Materials workshops
   - Resource development
   - Others

2. Improve public relations to interest volunteers in participation.

B. Extended Day Care

While the Consortium recognizes the need for additional spaces for before and after school care, this does not now seem to be an action priority during the coming year.

C. Health

The Health Committee will continue to operate the dental program and give priority to developing a plan to meet the demonstrated need for care of the sick child in day care.

D. Legislation

Legislative Committee

During the next three years, the Legislative Committee plans to implement the goals of the Consortium by

- Continuing its activities of information gathering and legislative advocacy for the Consortium.
- Expanding its sources of legislative information and the number of receiving committee output.

In the Fall of 1975, the State of California temporarily suspended all licensing of child care facilities. The Consortium responded by forming a Strategy Committee on licensing. Although, the licensing situation has eased somewhat since Fall, the final outcome is still in doubt and the committee is standing by to take any action that might be required.

E. Public Relations

Over the next three years, the Consortium will be continuing and expanding its efforts to inform and educate the community in the area of child care. Among our continuing activities will be:

Newsletter

Update. The Consortium newsletter will continue to be issued on a monthly basis. It includes the minutes of Consortium meetings, a calendar of Consortium and other child care events, as well as feature articles of interest to the child care community.

Program Meetings

The Consortium will continue to sponsor special program meetings designed to reach out to parents and child care providers in the community such as meetings on child nutrition and the bilingual child.

Fliers

The Consortium will continue to print and distribute fliers publicizing special Consortium events.

Public Relations Committee

The Consortium is presently in the process of organizing a Public Relations Committee. The functions of this Committee will be to coordinate the activities discussed above, to publicize the Consortium and Consortium events through the use of media including news coverage and to develop publicity packets and film materials. Finally, the Public Relations committee will look at additional ways of educating the community about child care.

F. Training and Support Services

Training

Training is a vital element in improving the quality of day care. At the present time, the Child Care Information Service is in the midst of the second segment of our highly successful family day care training program (see Training and Section III. F.).

Support Services

The Consortium will continue to look at the need for and the ways of providing support services to parents and providers of child care. The Resource Room at Villa Parke will be available for workshops and materials. The Child Care Information Service has applied for a grant to establish a Toy Loan Service at Villa Parke for family day care mothers.

The Consortium also recognizes the need for support services to parents. An ad hoc committee met in the Fall of 1975 and concluded that there was a definite need for a Parent Development Program in the community with respect to child care. Among the Committee's recommendations are that the Consortium work on a program focussed on providing services, either directly or through the agencies that serve the parents and their children. The Consortium will be acting on the Committee's recommendations in the coming years.

G. The Vulnerable Children's Committee plans to focus on the following activities:

Needs Assessment

Conduct a survey of the number of vulnerable children in the community and their need for services. This assessment will then be used to develop further objectives for service improvement.

Transportation

Study the transportation needs of vulnerable children and, if possible, develop a system for meeting these needs through more efficient use of existing resources or the development of new ones.

Respite Care

Assist in the development of resources to care for vulnerable children (from a couple of hours to a couple of weeks at a time) with the purpose of providing respite to their parents.

Day Care

Continue to encourage and assist in the development of quality care for vulnerable children in regular day care and pre-school settings through joint sponsorship of the Dubnoff Consultation Service, close liaison with the Regional Centers to facilitate vendorization, and the encouragement of relevant training opportunities for staff in day care centers and family day care mothers.

Community Education

Develop broader community understanding and acceptance of the needs of vulnerable children through sponsorship of workshops and dissemination of information to community groups and the public at large.

Residential Placement

Examine the existing situation with regard to the placement of vulnerable children in foster homes and residential centers, compare this to the need for such services and work toward increasing the number of residential places if this proves to be necessary.

H. Ways and Means

The Consortium has recently formed a Ways and Means Committee. The task of this committee will be to investigate possible sources of stable funding for the Child Care Information Service and to secure funds through submission of proposals, fund raising events, etc.

CEDARS-SINAI MEDICAL CENTER

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January 3, 1978

Senator Alan Cranston
Subcommittee on Child and Human Development
4230 Dirksen Senate Office Building
Washington, D. C. 20510

Dear Senator Cranston:

Since we were unable to attend the recent Hearings on the Federal Funds for Child Care and Development, we are submitting this written testimony.

As our society changes and more mothers are going to work, the need for child care is augmented. Also, with the marked increase in the divorce rate and the number of single parent families added, services to both children and parents are vitally needed.

Home-SAFE is a unique program combining child care, mental health and supportive services for parents and children of single parent families. Home-SAFE operates a network of licensed family day care homes where children are cared for during the time the parent is in school, at work, or in training. The program utilizes community resources and volunteers to provide enrichment activities to children and families. A weekly pre-school experience is provided to the children through the local school district. The teacher is assisted by volunteers who range in age from adolescence to senior citizens.

A parent group meets weekly and gives parents the opportunity to share concerns, problems, and exchange ideas concerning the children and pertaining to their own well-being.

Volunteer groups and extended family relationships are offered through the use of volunteers to children and families. Preventative mental health services are offered through the Thalians Community Mental Health Center, of which Home-SAFE is a part.

Without the availability of State and Federal funds a program like Home-SAFE would not be possible. The Thalians Community Mental Health Center is a recipient of N.I.M.H. funding under the Community Mental Health Act and sponsors Home-SAFE among its wide range of programs for individuals and families. Home-SAFE receives some funding through special day care funds under the California State Department of Education.

It is our experience that more programs of this type are needed which provide the combination of child care and services to families. The spectrum of social services has become so fragmented that it is difficult for many families to get the services they need in a coordinated manner. We feel the answer is not more agencies offering mental health and social services, but rather a better coordinated network of services.

We encourage you and other members of Congress in your support of services to children.

Sincerely,

Maurine Kornfeld

Maurine Kornfeld,
A.C.S.W.
Coordinator, Home-SAFE

MK:rjg

enclosure

476

HOME-SAFE* IS A UNIQUE APPROACH TO QUALITY DAY CARE AND CHILD DEVELOPMENT FOR PRE-SCHOOL CHILDREN OF SINGLE PARENTS.

What Home-SAFE is . . .

Home-SAFE is a flexible program designed to be responsive to the needs of the children and their single parents. Home-SAFE provides a network of family day care homes which furnish a warm, secure environment for the children while the parents are working, and at the same time nurtures their emotional, developmental, and social growth. Home-SAFE helps the single parent and his or her children to thrive as a family unit through the availability of a support system which includes the use of volunteers, students, and foster grandparents.

1 pt #

Who qualifies . . .

Single parents who are working, in school or in training, with pre-school children are eligible for Home-SAFE.

Where is Home-SAFE . . .

Home-SAFE day care homes are located in the areas near Cedars-Sinai Medical Center. Its office is located in the Thalians Community Mental Health Center.

**Services Aiding Family Equalibrium*

Home-SAFE *provides* . . .

- Licensed day care homes, each housing up to six children ranging in age from infancy to six years.
- A pre-school program under the auspices of the Fairfax Community Adult School.
- A home teaching and enrichment program offered by graduate students.
- Overall direction of the program by a psychiatric social worker.

Home-SAFE *arranges* . . .

- Fees to parents are based on a sliding scale, according to ability to pay.
- Flexible time schedules to meet the individual needs of the working parent.

Home-SAFE *features* . . .

- Professional assistance and counseling to single parents, children and day care mothers

1 pt #

- Parent groups to discuss such common problems as the loneliness of single parenthood, creating free time for the single parent, and resolving differences in child care approaches.

- Trained volunterrs and high school students to assist the day care mother and to help enrich and vary each child's experiences.

- Suitable play and educational equipment, changing with the needs of the children, in each child care home.

Sponsorship . . .

Home-SAFE is sponsored by Cedars-Sinai Medical Center. It is part of the Family and Child Psychiatry Section of the Thalians Community Mental Health Center. Participating and supporting community agencies include the Los Angeles Section, National Council of Jewish Women, El Nido Lodges, Fairfax Community Adult School, California State University at Northridge, Pacific Oaks College, Beverly Hills High School, State Department of Education, and Family Rehabilitation Project, U.C.L.A..

Home-SAFE has a Community Advisory Committee whose membership includes parents, day care mothers, professional persons and volunteers.

Home-SAFE received the Edna Reiss Award in 1975 for the imaginative use of volunteers in the promotion of mental health in children.

Home-SAFE
THALIANS COMMUNITY MENTAL
HEALTH CENTER
8730 Alden Drive
Los Angeles, Calif. 90048

Phone (213) 855-4563

CEDARS—SINAI MEDICAL CENTER

THALIANS COMMUNITY MENTAL HEALTH CENTER

478

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THE JUNIOR LEAGUE OF SAN FRANCISCO INC.
2226 FILLMORE STREET • SAN FRANCISCO, CALIFORNIA 94115
TELEPHONE 567-8800

November 14, 1977

Honorable Alan Cranston
One Hallidie Plaza, Suite 301
San Francisco, California 94102

Dear Senator Cranston:

Enclosed is the position paper of the Junior League of San Francisco, Inc. on Day Care in San Francisco. We are submitting this paper for inclusion in the printed record of your child care hearing in San Francisco on November 25, in lieu of oral testimony.

Our concerns about day care stem from our long tradition of providing direct services to the citizens of San Francisco, Marin and San Mateo counties. More recently, the Association of Junior Leagues, nationally, has undertaken a program of advocating for improvements in children's services, and our position paper is an outgrowth of this program.

We are encouraged by your interest in children's issues and we applaud your efforts to prepare comprehensive child care legislation.

Sincerely,

Jeanette Dunckel

Jeanette Dunckel, Chairwoman
Public Issues Research Committee

JUNIOR LEAGUE OF SAN FRANCISCO, INC.

POSITION PAPER

DAY CARE IN SAN FRANCISCO

OVERVIEW OF ISSUE

It is recognized nationally that there is a need for day care facilities. Thirty-three percent of pre-school children and 50% of all school age children now have working mothers. National statistics show that the number of households headed by women, as well as the number of women entering the labor force is increasing steadily. There is controversy over eligibility standards, regulations and federal versus state control of day care services. Additionally, there is conflict in the child care community itself as to whom prime sponsorship of day care belongs. None of these questions have been resolved into a coherent national policy.

RESEARCH AND EVALUATION METHOD

The concerns and recommendations listed in this position paper are the result of a total of 21 personal interviews conducted by Junior League members between April and October 1976. Those interviewed included public and private, non-profit and proprietary day care providers, center and home based, licensed and unlicensed, and families of children in day care. Telephone interviews were conducted and background literature and information was studied. Copies of the complete study are on file in the San Francisco Junior League office.

WHAT ARE THE CONCERNS IN SAN FRANCISCO?

In San Francisco it has been estimated that only 18% of the 49,000 children who potentially need day care are now being served in existing formalized arrangements. There are numerous barriers facing a parent seeking adequate care for his/her child. They are lack of public information about child care, lack of existing child care facilities, eligibility requirements and cost of day care, licensing procedures, lack of consensus on criteria for quality day care, and lack of cooperation among and coordination of existing day care services.

Lack of Facilities

In San Francisco, all existing day care centers (caring for a large number of children) and family day care homes (usually one to six children) are filled to capacity. All of the centers and the majority of the homes have waiting lists. Additionally, there is a lack of adequate facilities for children with special needs or requirements, such as infants, children who are developmentally delayed, before and after school hours care, children whose parents work late or all night, as well as emergency care for abused, neglected and/or "at risk" children in crisis.

Eligibility Requirements

Eligibility for subsidized care (state/federal funded) is a barrier to adequate day care. Eligibility is determined by a family's annual gross income adjusted for size. Current recipients of welfare assistance and families whose income does not exceed 84% of the state's annual median income ($7,404 yearly or $617 per month for a family of four) receive free child care. A family of four whose gross income falls between $617 and $1,035 a month must pay a fee based on a sliding scale up to $1.21 per hour per child. A family of four who grosses more than $1,035 a month is not eligible for subsidized care.

Cost of Day Care

Because of California's interpretation of Title XX of the Social Security Act (the major source of federal child care funds), families receiving welfare have first priority for subsidized care and take up the majority of "slots" leaving only a few vacant for the working poor. In many cases, it is advantageous to remain on welfare, because once a recipient becomes employed he/she is assessed child care fees and in actuality receives less income than if he had remained on welfare assistance. To sum up, those families below poverty level are eligible for subsidized care, while those just above poverty level who are not eligible for subsidized care must pay from $140 to over $200 a month per child.

Licensing Procedures

Licensing requirements are a source of controversy. As they exist now they insure safety and health requirements. They do not identify other additional services provided by a day care center or home. Therefore, a license is not a guarantee that services will be satisfactory to the parent. Additionally, the licensing procedure for a potential center or home is complicated and lengthy.

Quality of Day Care

Of major concern to any parent looking for day care is the quality of the care available. Within the existing structure, licensed providers are sporadically monitored for health and safety standards only. Unlicensed providers receive no supervision or monitoring. In agreement with the Standards and Criteria for Day Care of the Child Welfare League of America, child care facilities should provide developmental and educational activities and opportunities. There is no agreement on staff/child ratios in relationship to the quality of care provided.

Lack of Coordination in Day Care Community

Finally, in San Francisco there is a lack of coordination and cooperation among existing day care services. The Childcare Switchboard is the only coordinating body for child care in the City. They are hampered by lack of personnel and funds in their efforts to gather data, coordinate and disseminate information, and offer training for day care providers. Additionally, there is no cooperation or coordination among City agencies responsible for issuing permits and licensing child care providers.

SOLUTIONS AND RECOMMENDATIONS

The public should be educated about the need for and the availability of child care so that the issue of day care is fully understood.

More child care facilities should exist. There is a particular need for home-based care for ages 0 to 3, respite care, 24 hour care and emergency care. Licensed Family Day Care Home providers could be licensed to also handle emergency care. The private sector should be encouraged to become involved in development and provision of day care services.

Eligibility requirements and sliding scale payments should be re-evaluated. Low-income parents should not be penalized by having to pay high child care costs.

The licensing procedure should be simplified and streamlined in an attempt to license all child care providers. There should be greater coordination and cooperation among the agencies issuing licenses and permits. Monitoring and insepction of day care providers should be conducted with greater regularity than is now done.

Cooperation and coordination among day care providers could facilitate the needed exchange of ideas, information and resources.

Staff/child ratios should be evaluated in relationship to the quality of day care. Further research and study are needed.

MISSION CHILDCARE CONSORTIUM, INC.

3000 FOLSOM STREET
SAN FRANCISCO, CALIFORNIA 94110
648-5755

NOV 28 1977

November 8, 1977

Senator Alan Cranston
Suite 301, One Hallidie Plaza
San Francisco, CA 94102

Dear Senator Cranston:

Enclosed you will find the Mission Child Care Consortium, Inc. testimony designed for your Hearings On Child and Human Development Subcommittee.

You may contact this office for more information. We will be glad to offer any assistance.

Sincerely,

Dorinda Moreno

Dorinda Moreno
Executive Director

Testimony Designed For The Senator Cranston Hearings On Child And Human Development Subcommittee

There must be a reevaluation of the importance of early childhood development in the educational process throughout the nation. The State of California is the most progressive at this time, but that is not necessarily a plaudit, when you consider how inadequate even the best system is.

Educators must realize the needs have changed. If the goal of the public education system is to prepare its citizens for lives that are financially fulfilling and socially responsible, we must now realize that if we don't start earlier than age 5 or 6, we are already too late. Research has shown many of a child's social attitudes are already formed by the time the child is 4 years old.

The concept of early childhood development and day care has been stymied in this country due to the traditional clap trap that has kept women from full equality. The idea that women belong in the home, therefore, young children belong in the home, it is somehow not right that mothers should work, so therefore, young children should not have a need for care outside the home. The irony of this is pointed out when you look back to the mobilization of day care during W.W. II. When government and industry needed women's labor to produce military strength, it was patriotic to put your child in a day care center and go to work in a factory. Today, women are needed in another struggle, that struggle is economic.

Parent and community run child development centers should be a step for the Department of Education in maintaining a child's cultural heritage while preparing the child to function in the homogenous society. Just as public education from Kindergarten through 12th Grade is a right of every citizen, so should early childhood development be a right. We should have early childhood development centers financed by the state and run by parents and community in every school district in the State of California.

CHILD CARE COORDINATING COUNCIL OF SAN MATEO COUNTY

1443 Howard Avenue, Burlingame, Ca. 94010 (415) 344-4555

7 December 1977

Honorable Senator Alan Cranston
Subcommittee on Child and Human Development
4230 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Sir:

The importance of the November 25, 1977 hearings was greater than the opportunity provided for child care advocates to speak to elected officials. It was a forum for informing each other and a glance at the history of child care in California. Of course, we all hope that the current trends in child care will produce positive results and better child care for more children.

The information you were given at the hearings is the nucleus of change. We would like to give you our view of the state of the art and some additional area specific information. Our written testimony is enclosed.

Sincerely,

Beverly Scott
Beverly D. Scott, Ph.D.
Director

BDS/np

Testimony prepared by: The Staff of Child Care Coordinating Council of San Mateo County, Inc. (4C)

INTRODUCTION

The problems faced by child care providers and consumers present a recurring theme which includes: emergency care; infant care; care for school age children; start-up costs for new programs; subsidy for the working poor; the need for innovative programs; the fate of Head Start enrollees; funding for coordinating councils and resource and referral.

Sick Care; Respite Care; Drop-In Care; Overnight and Week-End Care; Special Needs

Not surprisingly, those types of care of which there are the fewest are those types with the most difficult to meet demands. Sick child care, respite care, drop-in care, overnight and week-end care, and care for children with special needs are all examples of types of care which are extremely difficult to initiate and therefore are available in only a very few instances. A needs assessment of sick child care available in Berkeley found that 83% of the parents could not find adequate care for a mildly ill child. This means that most parents end up staying at home to care for their children. For the woman trying to work full-time, the implications of this are quite serious. It is not unusual for women to lose their jobs because they have had to miss several days of work in order to care for a sick child. In other cases, women have had to leave the sick child at home along, for lack of better alternatives.

Although many communities recognize the need for sick care, they have failed to provide the service due to a lack of funding. This type of care can be quite costly due to the need for trained staff, medical supervision, isolation areas and fluctuation in daily attendance. However, the frustration that the working parent must deal with in trying to explain that they must miss work in order to stay home to care for a sick child is tremendous, especially given the frequent occurence of childhood illnesses--from runny noses to more serious contagious diseases.

Although some family day care home providers will, on occasion, care for mildly ill children, it is difficult to ascertain who is willing to take on the care of an extra child. At present in San Mateo County there are no sick child care programs. One idea is to use the presently required isolation areas of group centers for ill or convalescing children. Another suggestion is that a homemaker service, similar to the type available to physically ill adults, could be developed for the care of sick children in the child's home. For publicly subsidized programs, fees would be on a sliding scale basis. Fees in currently operating programs range from $3.00 to $5.00 per hour.

Another idea is to train family day care providers to care for sick children and either designate the home as being strictly for sick child care or provide a section where the sick children may stay without interaction with the healthy children.

Respite care describes short-term, drop-in, or emergency care; often the parent is experiencing some degree of stress and needs temporary relief from the responsibility of caring for the child. The need may be an immediate temporary need or the parent might require care regularly for several hours a day or week. The 4C Resource and Referral Network receives calls each month from Parental Stress Hotline workers requesting immediate respite care. In many cases, providing respite care can prevent serious family disruptions and, in some cases, child abuse. Drop-in care may be needed by parents while job hunting, keeping a doctor's appointment, or needing respite. Respite care situations, especially, require warm, safe and reassuring environments. The need for establishing some form of respite care through the county is critical. The importance of providing respite care as a preventive mental health measure for both parents and children cannot be overemphasized.

The paucity of services available in San Mateo County to children with special needs (children with mental or physical handicaps, gifted children) is shocking. Day care programs designed specifically for children with special needs will enable those children to more successfully cope with the public schools, and will head off more serious problems.

Infant Care

Full time infant care is the biggest area of unmet need in San Mateo County. More and more parents are becoming aware of the importance of the early years in their child's development and are expressing a preference for child care arrangements which offer an educational component. However, for the child under two, many parents do prefer a small home-like environment such as that offered by the family day care home. This is not to say that the family day care homes do not offer educational programs--many do--however the parent's preconceived notion of a program with an educational component is often that of a preschool or nursery. In San Mateo County the few centers which provide infant care have long waiting lists or are funded to serve a restricted population. It is clear that more infant care centers, both publicly subsidized and private are needed.

Extended Day Care

There is also a large and ever increasing need for extended day care for the school age child between the ages of five and fourteen, that is organized care and supervision of school age children before and after school and during school vacation periods. Parents need alternatives which will provide their children with supervision, freedom and support during this time. The number of unsupervised children on the school yards and streets; statistics from the probation office concerning vandalism; and gruesome studies of all the latch key children who go home to an empty house after school, care for their siblings, and await their parents' return from work hours later, provide stark scenarios of children suffering from neglect. Many of these same children will later be diagnosed by teachers as children with behavioral or disciplinary problems.

Unused and minimally used school buildings for child care programs could be used to provide extended day care as well as full day care. Existing extended day care programs are usually attached either to a primary pre-school program, a full day care program, or to children's centers in public schools. Extended day care should be available, on a sliding scale basis, for anyone who desires it.

Start Up Funds

In comprehensive child care planning, funds should be made available for starting child care facilities. Initial costs for equipment, building renovation to meet licensing regulations, insurance, advertisements, phones, staffing, etc., are overwhelming to potential center developers. Funds made available through low cost loans or grants would held to develop more vitally needed child care. Many communities can sustain centers through parent fees and/or reimbursement for services once the start-up cost problems are solved.

Subsidy for the Working Poor

Many parents who are able and willing to work find the cost of child care prohibitive. Welfare recipients who weigh the alternatives easily conclude that it is wiser to continue to collect welfare. Low income persons have little or no incentive for continuing to work. The average cost for care for one week for one child is $45.00. Even $100.00 per week gross income (40 hours/week at $2.50/hour) does not allow the luxury of child care. If there are two or more preschool aged children, the cost is prohibitive. Planning for child care must include a realistic view of cost.

Innovative Programs

We are taught that Americans are creative and inventive. This belief is supported by government funding of research and education. It has served the economy well. There is a need for research and development in child care--funding the search for new models, supporting the development of new systems. A comprehensive national, state or local plan for child care must include research and development.

Head Start

Children coming from Head Start programs in San Mateo County are achieving at the same level, or in some cases, better than their non-Head Start classmates when they get to school. The problem that haunts Head Start program sponsors, however, is that gains are sometimes illusive; they do not always last beyond the first year or two in school. One good response to this has been to extend intervention upward and downward. Provide follow through programs, supplementary curriculum and remedial help in the primary grades. Parents of infants and toddlers should be given help to provide an intellectually stimulating environment for their babies in the home. The key in the Head Start Program is the involvment of the parents and the communities of the children to be served in all levels of planning and implementation. Total Head Start programming is needed.

4C Programs

The Community Coordinated Child Care (4C) concept grew out of a concern by Members of Congress and federal officials over a proliferation of day care programs and funding sources without adequate mechanisms for comprehensive planning and coordination. The 4C concept has been widely accepted throughout the Nation and especially in California. Funding has been difficult to secure. The California 4C was forced to reduce and practically discontinue its services this year for lack of funds. Local 4C's are constantly searching for money to continue or expand services. The 4C concept is viable. Organizations formed under the original Federal guidelines, which adapted the goals to fit community needs, are achieving overwhelming results. More and better children's and family supportive services are being achieved; community resources are mobilized and existing and new child care programs are being coordinated; parents are taking an active part in planning, policy and program for their children. All these goals take time to accomplish. 4C state and local groups need on-going funding. Financial support should be given at the National level.

Role of 4C's Resource and Referral System

One of the impediments to the development of more efficient child care delivery systems in San Mateo County has been that no agency or program has had the time or funding to devote itself solely to the coordination of existing child care providers, resource agencies, and child care consumers. Until November 1976, a fragmented approach for providing child care information and referral through various agencies, family day care homes and 4C was in operation in San Mateo County. Due to lack of an efficient coordinating system, vacancies were often left unfilled while children went without child care; child care providers were unaware of help available to them through support agencies and new providers were unable to find adequate information on the "how to" of providing care or obtaining a day care license.

In November 1976, 4C of San Mateo County was funded under AB 3059 to establish a Child Care Resource and Referral System. As part of this system four Referral Counselors, located in different geographic areas of the county, provide resource and referral information to parents seeking child care. By matching provider information with consumer need, the counselors assist parents in locating appropriate child care arrangements. In addition to providing parents with child care information, the Resource and Referral System works to make child care information available to community organizations, agencies and individuals and to work to coordinate existing child care providers, social agencies and resources.

A large component of the Resource and Referral System is the documentation of child care needs within the county. A continuously updated information bank includes all providers of licensed child care services, a description of their services, and indication of their current vacancies. The System has been constructed in such a way as to insure that consumers receive adequate information concerning different child care arrangements and that the usage rate of child care services reaches its optimum level.

Following are our responses to several frequently raised questions concerning the role and function of Resource and Referral Systems.

July 6, 1977

TO: GOVERNOR'S ADVISORY COMMITTEE ON CHILD DEVELOPMENT PROGRAMS
State Department of Education
721 Capitol Mall
Sacramento CA 95814

ATTENTION: LaVon Wecker

FROM: Child Care Coordinating Council (4C) of San Mateo County

SUBJECT: Testimony to be included with the summary of the proceedings conducted June 21, 1977 on voucher/vendor payment systems as an alternative form of delivering subsidized child care assistance to eligible children and their families.

San Mateo County 4C has been funded under AB 3059 to establish a Child Care Resource and Referral System for San Mateo County. Four Referral Counselors, located in different geographic areas of the county, provide resource and referral information to parents seeking child care. By matching provider information with consumer need, the counselors assist parents in locating appropriate child care arrangements. We will present our testimony by answering the questions specifically asked.

A. Is it appropriate for all California subsidized child care to be paid through alternate payment systems (vouchers, vendors, or a combination)?

The main point to consider here is the types of child care which are already existing in the geographical area to be served. If no child care facilities exist then vendor/voucher wouldn't work initially. In areas where there are existing child care facilities available, vendor/voucher would be one alternative for subsidy of child care. It should expand parental choice for the low income parent by providing the choice of large or small group care or family day care homes. Or the parent could choose group care for part of the day and family day care for the rest of the day. The main point is that the parent can choose by the type of care desired and not by the subsidized center that has openings.

Vendor/voucher should encourage the development of expanded sources for child care. More low income parents will be subsidized and therefore able to pay. More child care will be needed. San Mateo County 4C cannot fulfill all requests for child care now. We need more centers and family care homes. If more families were subsidized we would need even more. Along with this is the licensing problem. The licensing process is slow and tedious. There would have to be changes made here. Another problem to be addressed is start-up funds. Hopefully this problem could be addressed.

B. What support services beyond payment of service costs should be a part of an alternative payment delivery service?

Again, already existing support services must be utilized first. This is very important in order to avoid duplication of services. If there are no services available, it is essential that the following be established: recruiting for new facilities; health screening services; program development; evaluation of care sites; parent education on how to choose child care; coordination with licensing authorities; liason with providers; training for providers and sick child care resources. Personnel in the system must know what services are already provided and have access to resources which are available in the area in order to make good use of them, to supplement unmet needs.

C. Does resource and referral provision have a necessary role in the delivery of a vendor/voucher system? What functions should such a resource and referral agency have? Should the resource and referral function be combined with alternate payment delivery?

Yes, resource and referral has a very important function with vendor/voucher. It gives parents a variety of sources of child care and helps to make a choice according to individual need. Resource and referral could serve as follows:

1. It would be a focal point for all children's services in specific areas
2. It would maintain an up-to-date listing of all licensed child care facilities, vacancies and statistics which show areas where child care is needed
3. It would provide guidance and counseling on how to choose child care
4. It would provide names of child care sources for parents seeking child care and then follow-up to see if care is obtained
5. It would coordinate providers, so that the vendor/voucher and Resource and Referral programs run smoothly.
6. It would provide recruitment of new child care facilities for licensing and act as a liason with the Department of Health licensing
7. It would maintain a clearinghouse for all child care/children's services, statistics, legislation and information and disseminate this information to direct and indirect providers and to consumers.
8. It would provide child development workshops and technical assistance for providers
9. It would furnish parents and providers referrals to Social Service sources for children.

Resource and referral combines quite naturally with vendor/voucher payment. If one agency does combine the two systems, these functions should be separated so that they coordinate but work separately. Again, if a resource and referral already exists in an area, the vendor/voucher system should work with it to provide services rather than duplicating services. It is necessary to have Resource and Referral with vendor/voucher, but Resource and Referral can work independently. Vendor/voucher cannot work independently, it needs Resource and Referral services in order to run smoothly.

D. Under what circumstances (income, other family characteristics) should families be eligible for vendor/voucher payments?

Vendor/voucher payments should be available to parents who qualify according to their income and family size. Also, it should be available to people attending college or training or job hunting (60 day limit). "The working poor" would qualify according to the Title XX regulations sliding scale. There should be some provision for people who have extreme financial problems.

E. How would an alternative payment system affect staff issues, accountability for health and safety standards, and accountability for comparability of service (and cost) between subsidized and non-subsidized children?

Alternative payments, when paid at the going rates of the provider, should not affect any of these 3 areas of operation except to stabilize the programs for the staff and children. The amount reimbursed should be determined by the actual cost needed to provide care (including administration) and should not be lower than what has been established.

Perhaps staff could be provided with benefits which are provided for State employees!

F. How should the unit cost of vendor/voucher payments be determined?

Fees should be flexible (from program to program) and charged according to what it costs to run the program. Fees for subsidized and non-subsidized children should be the same. Programs or parents should be reimbursed at no less than the monthly rate charged and contracted with the parent.

G. Should child care services be centralized locally within geographical areas?

Yes. An agency such as 4C could centrally administer child care services, maintain and provide information for parents and providers, and coordinate all children's services. This agency would be centrally administered but geographically located in many areas of the county so that the parents' needs are easily met in their own communities.

San Mateo County 4C believes that the AB 3059 programs are serving as an effective model for alternative payments. Vendor/voucher has great potential and San Mateo County could effectively use vendor/voucher because ther is very little subsidized child care. Low income parents cannot afford the existing child care, but spaces would be available for children if the parents could pay for it.

4C is also concerned that the cost of child care should not be lowered so much that low wages and poor working conditions are perpetuated for staff members. The cost of operating quality child care should be analyzed and a base figure determined. Wages and teachers' qualifications should also be considered. Teachers in the child care field work long hours but are very poorly paid. Children are our most important citizens, they deserve the best teachers, who are paid fair salaries, and are able to maintain a stable standard of living.

CONCLUSION

Child care, as traditionally defined, is the job of the family. Due to today's changing definitions of the nuclear family and the changing demands, the family is often unable to provide total child care for their children. Families are often forced to seek outside support services for aid. Child care is no longer a service for the very poor or the very rich, but one that is in ever increasing demand by all sectors of our society as well as other societies throughout the world. In all too many cases, however, the demand for child care services far surpasses the supply.

Lack of child care services affects all aspects of American society. It has served as a tool to keep women and men desirous of finding employment at home. It often keeps people who are anxious to become self-supporting on welfare. It sometimes forces parents with children under school age to lock their children out of the house until they are able to return from work. Often young children are forced for care for younger siblings, creating conflict for the children who are forced into the role of babysitters.

In addition to the few public child care services available, there are also services provided by the private sector. These private services are beset by many of the same problems as the public. The cost is high. The openings are limited. The quality of services is often poor. State licensing requirements quite often restrict the entry of people desiring to become child care providers. Parents who can find care are often forced to accept a type or quality of care which does not match their needs. Many parents, however, are unable to find services at all, with cost being the major factor prohibiting these parents from using those few child care services which may be available.

There are many problems--the least of which is cost, the greatest of which is the need for education. The public and the government need to know what is being traded for the increased labor pool and gross national product. Many of the nation's children are receiving "inexpensive" low quality care, many more are unsupervised and/or neglected. They are the next source of labor and of all other things human. They deserve quality care.

II. ADDITIONAL COMMUNICATIONS

CALIFORNIA CHILD DEVELOPMENT ADMINISTRATORS ASSOCIATION

December 9, 1977

Honorable Senator Alan Cranston
Cranston Hearings in Los Angeles
Los Angeles Patriarch Hall
Washington Room
1816 South Figueroa
Los Angeles, California

Dear Senator Cranston:

The California Child Development Administrators Association represents management personnel from a variety of programs with multiple funding sources. We wish to express our appreciation of your interest in child care and thank you for scheduling hearings in California.

California leads the nation in many areas, not the least of which is quality preschool programs and quality child development programs where children of working parents need care.

We are very concerned that federal monies which came to California last year as a result of legislation were utilized for social services other than child care. We are very concerned that Title XX funded programs are being penalized because they must adhere to staffing ratios specified in the Federal Interagency Day Care Requirements. New State funding has been made available for Alternative Child Care Programs. We are pleased to see any expansion of services, for each of our programs has a significant waiting list.

We are supportive of a variety of day care delivery systems which provide choices for parents. The fact that we all have waiting lists indicates that a very great need is not being met. Any support that you can give to the appropriate funding being directed to day care would be appreciated.

Program managers are also taxpayers and we too are concerned about cost effectiveness. We are concerned that programs be cost effective while still providing quality service to children. On the matter of quality, a quality child development program is one which is supportive of the family unit by promoting each child's positive self-concept and optimum growth through stimulation of emotional, social, creative, cognitive and physical development in a nurturing environment.

California is again requesting that the State Department of Education be the single State agency for California. Our organization is supportive of this request because it will eliminate costly interagency negotiations and facilitate timeliness in funding.

A final concern is regarding the Child Development Associate Credentialing process. While we support the concept of a competency based credential, we believe it to be inappropriate for a federal agency such as H.E.W. to mandate that teachers in some federally funded programs obtain this credential. The guidelines submitted to Head Start Programs by H.E.W. regarding the C.D.A. are unclear as to whether this would be required in addition to an appropriate credential obtained through the State of California. The sophistication of credentialling systems varies widely among the fifty states. The California credentialling system is deemed to be very adequate in its present form. There is also a concern as to the quality of training provided in other states under the C.D.A. program.

Sincerely,

M. Jane Phillips

M. Jane Phillips
State President

MJP:bk

142 No Vendome
Los Angeles 90026, Calif
December 7, 1977

Senator Allan Cranston
U. S. Senate
Washington, D. C.

Dear Senator Cranston:

I have been a family daycare provider for 22 years in Central Los Angeles. It is my opinion that the needs of very small children are better met in an informal home setting -- transferred from the parents' home to another home with a surrogate mother rather than to large childcare institutions.

In family daycare there is no regimentation; and those who are going to be an "only child" have the benefit of an environment which includes infants and toddlers from ages 1 to 5, thus learning to relate to younger and older. In the usual large nursery school setting, the children are segregated by age. Furthermore, of consideration to people concerned with financing, the costs are also very much lower.

We need expanded subsidized family daycare for the children of needy families and low-income single parents. I have first-hand knowledge of the utter desperation of parents seeking childcare. Frequently, through the years, I have urged single mothers to remain on welfare, for the jobs for which they qualify do not pay enough to cover the costs of childcare. But contrary to widespread myths, these women are suffering severely on subsistence welfare payments and are desperate to get training and jobs.

In this area there are unlicensed women, many of whom speak little or no English, who live in crowded quarters, often in apartment buildings with their own children and take in others at cut-rates. Very often, there are no outdoor facilities, no developmental program, no learning of English but much TV viewing. Low-income families are forced to place their children with these unqualified people because of low fees.

Does society really wish to deprive young children, shuffling them into minimal type custodial care so that they grow up to be misfits, filling our mental hospitals, prisons and/or welfare rolls at enormous cost to the taxpayers not to mention the frightening loss of human potential?

The agencies which subsidize single-parent, low income families have long waiting lists. They need more money to subsidize these children; at the same time it is necessary to reduce paperwork requirements and administrative work so that the bulk of the money is channeled directly for childcare.

Very truly yours,

Ann Adams

Ann Adams

PACIFIC OAKS
COLLEGE · CHILDREN'S SCHOOL · EXTENSION
Founded by Friends 213/795-9161

December 1, 1977

Dear Committee Members,

As students of and workers in the field of day care, we felt the need to address this committee on our concerns in this area. The need for quality child care is especially urgent due to the increasing number of working parents and single parent families at all income levels. Child care should be viewed as a societal responsibility demanding implementation at the federal and state levels. Parents have the right and deserve to have their child care needs met.

In order to provide quality day care accessible to everyone, federal and state monies must be made available. For successful implementation of day care programs, community participation and leadership should be a priority. Only members of a community can most clearly anticipate and fulfil that community's specific needs.

Because of the diversity of our society, a variety of programs should be offered. For example, many families need extended day care facilities for their school-age children. Others need infant care or care available on a 24-hour basis. Family day care in a home should be offered as well as center care. These differing needs are based on parents' values, working schedules and cultural backgrounds and must be respected and considered by this committee.

We feel there is a lack of adequate referral services for parents to locate day care facilities in their communities. These referral and information centers could house training programs for family day care personnel, parent education programs and even health services for children.

We hope the committee will take these recommendations into consideration and act upon them.

Sincerely,

Pamila Stanley
Ms. Laura Vallejo
[illegible]

Federation of Preschool and Community
Education Centers, Inc.
HEAD START PROJECT
[redacted]
21919 SOUTH AVALON BOULEVARD
CARSON, CALIFORNIA 90745
TELEPHONES 775-6681 · 518-0720

HEAD
START

December 19, 1977

The Honorable Alan Cranston
The United States Senate
Senate Office Building
Washington D. C. 20510

Dear Senator Cranston:

We appreciate the opportunity to provide you with information regarding child care needs in our service area . (Southwest Los Angeles County). Our agency operates 41 Head Start/State Preschool classrooms serving 650 low-income families in SWLA. As part of our annual needs assessment, we solicited information from our families, their neighbors, and other community members regarding the needs for child care services in our area. We received nearly 1500 responses, primarily from lower income families, regarding child care needs and several concerns emerged:

1. Need for expansion of existing Head Start programs to serve more children.
   Many of our centers have waiting lists of 10 to 15 children and we had over 300 eligible families we could not serve this year because our existing sites were at capacity. Additional hundreds of families were referred elsewhere because the children were too young, or families were over income. (Often by only a few dollars.)

2. Need for establishing quality full day care programs (especially for single parents) at an affordable cost.
   For those families who must have full day child care, the overwhelming consideration was cost. Many families were spending 1/4 of their take-home pay on child care. The second most common concern was the difficulty in finding day care convenient to their home or place of employment.

   Those families who had been, or were now in day care centers, often expressed the feeling "they're always after me for money" or "they're only concerned with money", but were primarily satisfied with programs and staff. Transportation and what happened when their children were sick were often mentioned as problems.

   By contrast, families who utilized babysitters, initially indicated that they were satisfied with the sitter, but upon further discussion, many parents informed us that they would like to change babysitters but didn't know of anyone else who would be better. With babysitters, the most common concerns were over facilities, play equipment, and safety. A problem which occured often was if the babysitter got sick, the parent had to miss work or leave the child at home alone!

3. Need for supportive services for families with children. Hundreds of parents expressed the feeling that "the system was against them." Those that had been involved in Head Start were looking for an advocate "like Head Start."

   These feelings were especially strong in single-parent families. The common support system, neighbors, churches, parents, social agencies, etc., had often "turned off" mothers to the degree that they had very little social contacts. As a result, systems which did offer support (often doctors, clinics, Head Start or day care centers) provided advice and consultation and advocacy beyond the normal patient-client, or teacher-parent relationship.

   This concern focuses upon the need for including the "whole family" in supportive services. Expansion of the Child and Family Resource Program (CFRP) or similar programs is strongly indicated.

4. Need to educate employers to the fact that their employees' families do occasionally have needs that can only be met during the "normal" 9 to 5, Monday to Friday times. These include ill children, doctors and dentist visits, teacher-parent conferences, (especially with the new required parent involvement in Individualized Education Plans (IEP) for their children. Solutions are obvious (ex., staggered work shifts, release times, "substitutes", etc.) but employers (or at least supervisors) do not react favorably to these needs even when statistics indicate that absenteeism increases when time for family needs is not given.

   Since no increases in the grant covered this, it means cutting out from the program to pay for this increased "administrative costs " which did nothing to improve the program but just cost more.

5. Stronger program standards without moneys to implement them. The Individualized Education plans, Child Development Associate staff requirements, greater parent involvement, comprehensive health and social service systems, mainstreaming of handicapped children, facility upgrading and documentation of effort, all take additional effort, time and personnel, but again--little or no additional dollars to cover the adapted standards.

6. National push for Child Development Associate credential (and tying up all supplementary staff training funds with the CDA), without regard for existing state credentials and professional certificates. (See attached agency board resolution on the CDA.)

7. Need for family services for families with handicapped children. These concerns were even stronger from families who had handicapped children. There appears to be too much treatment of the specific handicapping conditions rather than concern for the total development of the child and his family. Of special concern was,

   a. need for services for young (under 4) handicapped children;
   b. integration with other children (mainstreaming) and
   c. coordination of effort between agencies, schools, and the home. (articulation)

From an administrative aspect, the following concerns exists regarding the present Head Start and day care programs.

1. Multi-year funding — to allow for some longer range planning and cut down on the time consuming reapplication process and hopefully solve the severe cash flow problem.

2. Facility upgrading —the Head Start "church basement" has become unacceptable to county and state Fire Marshals, Sanitarians, welfare departments and the like. The upgraded standards require a far larger capital improvement cost then the present grants allow.

3. Skyrocketing insurance costs. The insurance required by the government increased an unexpected 280% for our agency last year.

8. The national push to "serve more children for less money." The "cost effectiveness" issue was eloquently addressed by several people who gave testimony on your hearings. We propose that if you look closely at costs, that you look at administrative costs. In many instances, there is duplication of services, skyrocketing "fixed expenses" and the like which do not improve the program. For example, in Los Angeles the Head Start services are provided by 14 delegate agencies which have administrative costs averaging 11%. Then, at the Grantee level, an additional $600,000 is spent each year on administration, basically duplicating these services provided at the delegate agency level and at the regional ACYF office.

We hope this information will be helpful to you and your staff. If you would like further help, please do not hesitate to contact us.

Sincerely yours,

Gilbert Mansergh
Director

GMyh
cc: F. Grassi, Chrp. Fed. Board
S. Murdie, Chrp. P.P.C.

FEDERATION OF PRESCHOOL AND COMMUNITY
EDUCATION CENTERS, INC.

RESOLUTION

WHEREAS,

Head Start has had an excellent career ladder program, encouraging teachers to continue their schooling leading to quality teaching, and

WHEREAS,

California has had an excellent reputation of providing high standards for teachers of young children which include a Children's Center Instructional Credential with a Postponement option; a Children's Center Instructional Credential; a Standard Early Childhood Education Credential; and a Specialist Credential in Early Childhood Education; and

WHEREAS,

the CDA Certificate is one of many options that are available to our Head Start teachers,

THEREFORE, BE IT RESOLVED

that the Board of Directors of the Federation of Preschool and Community Education Centers, Inc. inform the Administration for Children, Youth and Family that we insist on the right to continue to honor the various options available to qualify to be teachers of our young children.

FURTHER,

we reject the notion that all teachers who have earned their status through these various options must again have to prove their qualifications by attaining a Child Development Assosciate Certificate.

November 2, 1977

Board of Directors
Federation of Preschool and
Community Ed. Ctrs., Inc.

Associated Students Inc.
California State University, Sacramento

Children's Center

December 23, 1977

DEC 27 1977

Senator Alan Cranston
Suite 301, One Hallidie Plaza
San Francisco, California 94102

Dear Senator Cranston:

I am writing to you to express my views regarding child care, in connection with the hearings which you recently hosted.

We feel that our campus program is of a high quality, and that there are very specific things which give quality to child care programs. These are:

> A low adult/child ratio, such as 1:5. This allows the adults to interact with the children rather than "police" them; it allows adults to give attention to children with individual needs, and allows flexibility in dealing with individual differences of children.
>
> An affectively oriented program, in which emotions and human interactions are of prime importance. This applies to the adults involved in the program as well as the children. It necessitates a cooperative environment in which each person is treated with respect. A low adult/child ratio is crucial for an affective program.
>
> A good staff training program, with weekly meetings of all staff, to discuss the program's philosophy, individual children, and difficulties which staff members are having.

We feel there are other components which give quality to programs, such as an educational program, a good nutrition program, etc., but that the above are the most important.

Because the major portion of our budget (and other nonprofit child care programs' budgets) goes to salaries, and a low adult/child ratio is important, it is difficult to speak of low-cost child care while speaking of quality. Child care is not a money-making enterprise - it is a social service, and a vital one. We feel money should be spent on caring for the physical and emotional needs of children and their families, offering support to families, preventing child abuse and neglect, and helping to shape children into caring adults who feel comfortable about themselves, competent, and who respect other people's feelings.

People involved in child care are very committed to their work, and will work for low wages, although they should not have to; pay levels should be equivalent to other professional salaries.

Our campus program (at a four-year university) has problems not shared with community programs. The main problem has been that we only receive 75% funding from the state, whereas community programs serving the same people receive 100% funding. We feel this is an unfair discrimination against college students, and creates an unstable funding situation annually for our program.

There is a great need for care for children of all ages, and we daily receive calls from low-income families needing care which we are unable to provide.

Thank you for your interest and efforts regarding child care.

Sincerely,

Andrea Setbacken

Andrea Setbacken
Director

DEC 27 1977

STRENGTHENING
FAMILIES THROUGH
COUNSELING, RESEARCH

FAMILY SERVICE AGENCY
OF SAN MATEO COUNTY

Executive Director
J. Donald Cameron

CENTRAL OFFICE
[illegible] EL CAMINO REAL
BURLINGAME, CALIFORNIA [illegible]
TELEPHONE [illegible]

PACIFICA OFFICE
[illegible] EUREKA SQUARE
PACIFICA, CALIFORNIA [illegible]
TELEPHONE [illegible]

SEQUOIA OFFICE
[illegible] RENATO COURT
REDWOOD CITY, CALIFORNIA [illegible]
TELEPHONE [illegible]

December 21, 1977

Honorable Alan Cranston
One Hallidie Plaza, Suite 301
San Francisco, CA 94102

Re: child care

Dear Senator Cranston:

You asked some specific questions at your recent hearings regarding child care.

As the program director of a child care service I'd like to respond to some of those questions. First, some "nut shell" background information: our private agency in San Mateo county has offered subsidized child care to low-income families since 1973. Licensed family day care homes provide nurturance, supervision and educational experience for children from birth to 12 years. The agency provides the support services to enable this day care including employing and training the caregivers, lending equipment and supplies, subsidizing meals served, and administering the program. Funds come from the Dept of Education, United Way, Comprehensive Employment & Training Act, federal Community Development Block Grant, and parent fees.

The problems we have encountered and attempted to solve are:

Low pay and low societal status of providers of child care. As employees rather than sub-contractors, our home providers 1) receive at least minimum wage and are entitled to fringe benefits, 2) are not dependent on income from irregular or slow paying clients, 3) are not penalized financially for taking 2 or more children from the same family and 4) are trained as paraprofessionals not just "babysitters".

Isolation frequently felt by home caregivers We provide 1) a link between the caregiver and a variety of community resources, 2) regular in-service for problem/success sharing, and 3) availability of an educational consultant and social worker 24 hours a day. In addition we help with those financial and political stumbling blocks which sometimes prevent a home provider from giving quality care by helping with the licensing process regarding paper work, zoning issues, minor remodeling required to meet licensing standards, a telephone subsidy, and public liability and personal professional liability insurance.

Staff child ratios As a preschool classroom teacher for many years prior to my present involvement with family day care, I strongly support the F.I.D.C.R.. It is sad to witness the frustration of both the teacher and the students where a 1:12 ratio is permitted. So little of the teacher's time can be spent giving any individualized attention to her students. And it seems that the "good" children; i.e., the ones who are quiet and cooperative suffer the most in terms of lack of time with the teacher. In these high staff/child ratio situations the children's experience is custodial rather than educational.

In our family day care system we find that because of the emotional and financial support provided an optimum number of children per caregiver is 8 children - 5 or 6 fulltime and 2-3 part-time, school aged children.

Cost-effectiveness v. quality. Cost-effective day care in family day care homes is achieved by exploiting the caregiver! The only way to cut costs is by reducing remumeration to the caregiver. We did a cost comparison between a Center program and our program and found no significant difference in total cost. I believe that unless the day comes when policy makers and the public accepts responsibility for the cost of child care, this society will pay the price in neglected, deprived and delinquent children.

I wish you much success and offer my support of your efforts to formulate a comprehensive child care bill. I shall be following the progress of any such bill with great interest.

Sincerely,

Margaret Ann Brostrom

Margaret Ann Brostrom, Director
Neighborhood Child Care Program

SAN DIEGO COUNTY CHILD
CARE CO-ORDINATING COUNCIL
4644 Idaho Street
San Diego, Ca. 92116

December 7, 1977

Senator Cranston
Los Angeles Office
10960 Wilshire Blvd., Room 410
Los Angeles, Ca. 90024

Dear Senator Cranston:

Your concern for the child care needs in California and the rest of the nation, demonstrated by the hearings on federal legislation, is to be comended.

The Child Care Co-ordinating Council has recently been formed for the purpose of improving and expanding the scope and availability of child and family support services in San Diego County.

It is estimated that at least 100,000 children in San Diego County, under the age of 14, have working mothers. Less than 20,000 of these children receive child care from a licensed facility. Because there is this great need, the Council is willing to support your efforts and wants to cooperate in any way possible.

Individual members have been asked to provide you with written testimony on issues related to their specific programs. If the Council can be of further assistance to you, please contact us.

Sincerely,

Jean A. Brunkow

Jean A. Brunkow,
Chairperson
San Diego County Child
Care Co-ordinating Council

JAB:ir

December 12, 1977

Senator Cranston:

I am a director of SPOCC, a non-profit corporation of "Sonoma Parents Organized for Child Care". Through the efforts of Assemblyman Mike Gage's staff, our organization has recently become aware of your committee hearings regarding the child-care question in California, and would therefore, like to submit this letter as written testimony.

Geographically, we represent the greater-Sonoma area, often referred to as the Valley of the Moon. Our organization was formed on November 10, 1977, in response to the following facts:

1. To date, there exists only one full-time day care center in the Valley of the Moon...the Sonoma Child Development Center. This facility is virtually unavailable to the middle-class family, as it must meet the needs of the low-income and/or single-parent families first. There are approximately 60 children on their waiting list, so that one might conclude that Sonoma needs both middle-class and low-income day care facilities.

2. There are two part-time nursery schools (9:00 - 11:30 A.M.) in Sonoma...Valley of the Moon Nursery School, and a Montessori School. Both of these part-time facilities have waiting lists.

3. The phone directory lists numbers for a Noah's Art pre-school and a Wild Wood Day Care Center. Neither of these facilities are operating.

4. Sonoma has no parent co-op nursery school offered through its adult education.

5. The few licensed day-care homes that we have in Sonoma are over-flowing. None of these homes are licensed to take care of children from 0 - 2 years old.

Since the purpose of our organization is to improve and provide child-care facilities, we should also like to submit the following points of interest:

1. None of the churches are willing or able to rent us space for starting either a parent-co-op nursery school or a day-care center.
2. The Sonoma Valley Unified School District hasn't any available classroom space to be used for pre-school purposes.
3. Public buildings, such as the Veteran's Memorial Building and the Community Center are unavailable for various reasons.

The existing situation is causing severe mental health problems for the women in this community, as we are unable to choose between working and staying in the home. The situation mandates a "in the home" role for women. Should your committee be interested, we can submit personal statements from women within the community, who have given up teaching contracts and other types of employment, because there is no child-care available for their pre-school child.

We appreciate your considering this testimony. Our mailing address is enclosed.

Sincerely,

Mary Ellen Sweeney

Mary Ellen Sweeney
Director, SPOCC

SPOCC
19408 Marna Lane
Sonoma, California 95476
Telephone 707-996-0809

OFFICE OF EDUCATION
DR. RICHARD R. FICKEL, SUPERINTENDENT

COUNTY OF SANTA CRUZ

GOVERNMENTAL CENTER

701 OCEAN STREET SANTA CRUZ, CALIFORNIA 95060
TELEPHONE 408 425-2241

SANTA CRUZ COUNTY BOARD OF EDUCATION

Mrs. Julia Gotthold, President
Mrs. Barbara Bollinger
Mrs. Frances Kempton
Spiro Mellis
Mrs. Sue Stapleton
Lionel W. Stoloff
Alvin D. Wilder, Jr.

SANTA CRUZ COUNTY
CHILD DEVELOPMENT
RESOURCE CENTER
6500 SOQUEL DRIVE
APTOS, CA 95003

November 21, 1977

Senator Alan Cranston
Suite 301 - One Hallidie Plaza
San Francisco, Calif. 94102

Dear Senator Cranston:

We are an assemblage of the community's agencies, programs, groups and individuals who provide children's services. This consolidation of the child interested public gathers frequently to improve the quality of child care and focus on its issues locally in Santa Cruz and nationally.

Your appearance in San Francisco on November 25 comes at a crucial time for children, working parents and child care personnel. The promotion of positive and healthy child rearing environments is a total responsibility. We are asking for legislative action regarding federal fundings for the following priority issues: child care, just wages for its workers, improving existing facilities, creating more facilities, dissemination of information and referral services, and expansion of parent and family support systems.

Your presence here acknowledges your concern for these issues. We appreciate your continued support.

Sincerely,

RICHARD R. FICKEL
SUPERINTENDENT

Joan M. LeSage
Joan M. LeSage
Child Care Consultant Service

Roberta Mervis
Child Development Resource Center

Mary McEntire
Mary McEntire
Santa Cruz Information & Referral Service

Sharon Van Kirk
Sharon Van Kirk
Child Development Resource Center

RM:sp

CHILDREN'S COMMISSION

COUNTY OF SANTA CRUZ

GOVERNMENTAL CENTER
(408) 425-2531

701 OCEAN STREET SANTA CRUZ CALIFORNIA 95060

SUPPORTING AGENCIES & GROUPS

Adoptive Parents
Cabrillo ECE Center
Cabrillo College
Campus Childcare - UCSC
Child's Protective Services
Community Action Board
Community Counseling Center
C.O.P.E. Centro Familia
County Office of Education
County Health Services
Headstart
Housing Authority
La Fonda Children's Center
Licensed Day Care Homes
The Little School
Live Oak Day Care
Live Oak Pre-School
Montessori School
N.O.W.
Pajaro Mental Health
Pajaro School District
San Lorenzo Valley Schools
Santa Cruz City Schools
Social Welfare Department
UCSC
Watsonville Parent Co-op
Westside Nursery School
YWCA

* * *

November 23, 1977

Senator Alan Cranston
New Senate Office Building
Washington, D.C. 20515

Dear Senator Cranston:

I wish to take this occasion to wholeheartedly support the intent of your Child and Human Development Sub-Committee to develop comprehensive child care legislation. The needs for child care and child development programs are great, and the active concern and commitment which are needed to create positive services for children demand our constant attention and diligence.

Recent federal legislation, HR 12455, offered an excellent opportunity to develop new child care programs, and the Congress is to be congratulated for its passage of this important bill. However, within California, because of a technicality in the legislation, the vast majority of the money was diverted from child care programs into social service programs. I would hope that in the future, this legislation can be amended so that money can be spent as originally intended -- for child care.

The federal child development program which seems to receive the most widespread publicity is Head Start, and certainly over the years this program has served to provide a great deal of information and support to families with young children. The need for child care goes beyond the services and eligibility requirements of Head Start, however. If we as a nation are to support the concept of a population which strives to maintain self-sufficiency in part through working outside the home to support the family, we must answer the question of who is to care for the children and how the availability of that care can be made known to families.

At this time, I feel there are three primary needs in child care. These are:

1. Additional funding to develop new or expanded child care programs, particularly in the areas of full day care, infant care, afterschool care, night care and care for children with developmental or behavioral problems;

2. Increased availability of child care subsidies for low and moderate income working parents or parents in training.

3. Coordinated information and referral systems to serve as an information network to parents and others seeking child care or children's services and also to serve a community education function.

I would hope that the concerns expressed at the November 25 public hearing and through letters to you will provide the information you need so that your sub-committee can actively work to develop legislation to provide further services for children. At the same time, we must insure that these services maintain a high level of quality and are meeting the diverse needs of families. Children are the hope of the future; we must prepare the systems now which will help them become the leaders of tomorrow.

I appreciate your concern on behalf of children and wish you the best in your sub-committee work and in the Senate.

For the Children,

Diane Zachary

Diane Zachary
Acting Executive Director

Urban Indian Child Resource Center

390 EUCLID AVENUE · OAKLAND, CALIFORNIA 94610

TELEPHONE: (415) 832-2386

November 25, 1977

OMIE BROWN
Executive Director
BETTY NEWBREAST
Family Representative,
Supervisor Trainer
MABLE PACHECO
Executive Secretary
PATSY PRI[illegible]E
Bookkeeper Office Mgr.
SAMMY WILLIAMS
Family Representative
PATRICIA [illegible]SHAW
Family Representative
NATE WA[illegible]CHMAN
Family Representative
BYRON SANDERSON
Family Representative
PAULINE HICKMAN
Homemaker
DORIS RUNNINGCRANE
Homemaker
VERNON RANDALL
Family Representative
Aide

Senator Alan Cranston
Chairman of the Child and Human Development
Subcommittee of the Senate Human Resources Committee

Chairman Cranston:

We would like to address our concern for child care as it relates to the Native American community in the San Francisco Bay Area plus the entire state of California where there is Native American population.

The Native American community need for child care is crucial. There are situations where the parents are totally without reliable child care. Examples are:

1) A major part of the Native American parents who recieve public aide exist on a absolute meager budget. In their efforts to meet their basic needs of shelter and nourishment there is no money left to provide child care. They must be able to go shopping, stand in long food stamp lines, meet their medical needs when these appointments take place the parents are without child care. There needs to be a central Native American Child Care Center to meet this need.

2) Some Native American parents have drinking problems. When they seek treatment for themselves they find there is no supportive system child care plan to meet towards the parents's rehabilitation. Many could be treated on a out patient basis if there was a mechanism to provide child care or a child care center that in the case of Native American Indians, a cultural sensitivity the parents as well as keeping the family together.

3) This type of program would enhance the rehabilitation for a bigger percent of our Native American students in Higher Education are in need of a child care center that meets their need - this child care center must be able to take infants.

4) Many of the Native American parents in our community are trying to acquire an education. There are all levels of academic from adult education towards G.E.D. to many fields of vocational training. The most severe draw back is the lack of no child care facility that meets their need. If child care were provided, these Native American would acquire their necessary degrees to get in the job market.

5) We need training and awareness in Native American child development. This componet could be developed in a child care center. It would provide training to many of the parents who participate in a child care center.

Another part would be employing Native Americans who for many reasons cannot become employed. (Reasons are: lack of education, lack of a marketable skill, lack of child care arrangemtn, attempts to complete successful rehabilation, Native American youth employment.)

We have listed a few reasons for the need for Native American child care. Each componet can be developed and would provide a broad scope of child care. This child care would be built to serve the Native American parents. It would meet the Native American childs need for a safe, nuturing place.

A Native American child care center would have the cultural sensitivity and understanding from the staff to the child. We have found Native American children must have a base that nuture's the Native American child in the early stages, so the child can function adequately in the larger society of school and later adult world. A child care center planned and implemented for Native American can meet the need we have for child care.

Sincerely yours,

Omie Brown, M.S.W.

* note -
This is a statment that is very Brief, we left out our native american working parents who also have a crucial Child Care need.

Family Counseling and Children's Services

201 West Waco Drive P. O. Box 464
PH. AC 817 753-1509 Waco, Texas 76703

STRENGTH
TO FAMILIES
UNDER STRESS

December 9, 1977

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Executive Director

The Honorable Alan Cranston
Child and Human Resources Subcommittee
Room 4230
Dirksen Senate Office Building
Washington, D. C.

Dear Senator Cranston:

In response to the notice that written testimony on child care will be received by your committee, we ask that you consider our earnest plea to provide quality child care for young children of low income working mothers.

Our agency administers a program of family day homes in our community in order to provide for such children. We currently have about 40 homes serving about 110 children. The funding of this program is a combined effort of federal, state, and local governments under the auspices of Title XX. The funds are quite limited and have been cut every year.

There seems to be little concern for the plight of the women who do not want to get into the welfare system, but who are trying to manage on their own. In fact, during the past four months we have turned away 20 working mothers whose children ranged in age from 10 days to 10 months. These mothers are earning an average of about $90.00 a week.

We advocate a program of quality child care which meets the developmental needs of young children by providing for their safety, health, nutrition, and emotional growth. We urge that consideration be given to programs that provide homes for children under two years of age for whom large group care suitable. A home-based program has the additional benefit of flexibility so that mothers who work on weekends, nights, or holidays can be assured that their children are well cared for.

An estimate of the local need for care of young children based on the 1970 census suggests that in our community there are 700 families in the proverty group with a female head of household in the work force. Estimating that there are 1.86 children under age six in each family, there are about 1,298 children in the community whose mothers are working at low-income jobs. Only a small fraction of these children are currently being served by subsidized, quality day care facilities. It is the unserved children who are our concern.

We as citizens will at some time have to deal with these children, perhaps later when the problems are greater and when the solutions are much more expensive than an initial investment in quality child care.

In order to furnish more information about our program, we enclose a copy of a study of family day home systems done in Texas. We also enclose a copy of a resolution passed by our board to document our concern with respect to the foregoing needs.

Very truly yours,

FAMILY COUNSELING & CHILDREN'S SERVICES

BY: Earlie Williams, President

Earlie Williams, President

RESOLUTION OF
FAMILY COUNSELING & CHILDREN'S SERVICES

WHEREAS, Family Counseling and Children's Services administers The Waco Family Home Care Agency, family day homes in the Waco-McLennan County community and has become aware of a critical need to provide for additional quality care for children aged six weeks to two years whose mothers are the principal wage earner in the family and are working at low-income jobs, and

WHEREAS, Family Counseling & Children's Services favors assisting mothers that are trying to make it on their own by working rather than becoming dependent upon the welfare system, and

WHEREAS, it appears that a critical need of these mothers is to provide for quality child care for their young children aged six months to two years, and

WHEREAS, a program of quality home care is more beneficial than group care with respect to these young children, and

WHEREAS, there appears to be a great need in the local community to provide for such care, since according to 1970 census figures no more than 16% of all eligible children are being provided for, and

WHEREAS, a substantial number of children are being turned away due to a lack of places available in the program, and

WHEREAS, the program has been decreased and has suffered from a lack of available funds to provide for additional places for these qualified children;

NOW, THEREFORE, BE IT RESOLVED that the Family Counseling & Children's Services Inc. of Waco, Texas, make the foregoing concerns and matters known to such parties as are appropriate, including Senator Alan Cranston and the members of the Senate Child and Human Resources Subcommittee, that the Agency encourage consideration of the foregoing needs by such Subcommittee in their proposals with respect to providing quality child care in America, that the President or other appropriate officer or officers of the Agency write to Senator Cranston and such other parties as are appropriate and that such officers take such further action as under the circumstances they feel necessary to effectuate the intent and purposes of this Resolution.

Adopted by the Board of Directors of the Family Counseling & Children's Services Inc. of Waco, Texas, at its monthly Board of Directors meeting held this 9th day of December, 1977.

Earlie Williams, President

DIABLO VALLEY DAY CARE PROVIDERS ASSOCIATION

D V D C P A

NOV 3 1977

November 1, 1977

Dear Senator Cranston,

As members of the Northern Calif. Assoc. Day Care Providers Assoc., I want you to be aware of the attached memo sent to Gov. Brown, Lt. Gov. Dymally, Riles and other county legislators and supervisors regarding our position on Family Day Care Licensing.

We know there is a national interest in Family Day Care Providers and we will be included in the Federal child care legislation. We want to assure quality in child care programs. To us, licensing means quality.

Please submit the attached memo at your November 25th hearing.

Sincerely,

Margie Burns
President
211 Patterson Blvd
Pleasant Hill, CA 94523

NORTHERN CALIFORNIA ASSOCIATED DAY CARE PROVIDERS
P.O. BOX 15733, Sacramento, Calif., 95813

DATE: October 20,1977

SUBJECT: Family Day Care Licensing and Licensing Agency

There are over 18,000 licensed Family Day Care Providers in California of which 3,357 are represented by our membership. Our members provide service to approximately 16,785 families. Our constituency, including families in our care plus licensed Family Day Care Providers, number more than 126,000. We estimate that only 40% of the homes providing family day care are licensed. Therefore, those either providing or receiving family day care provider service could number as many as 300,000.

At a meeting held in Stockton, California on September 24, 1977, members of the NORTHERN CALIFORNIA ASSOCIATED DAY CARE PROVIDERS ASSOCIATION voted unanimously in support of the following Positions.

1. LICENSING OF FAMILY DAY CARE HOMES BE RETAINED BY THE STATE DEPARTMENT OF HEALTH.
   - Licensing is the one best way of seeing that children are protected from harm. Licensing assures the family day care user of a basic level of care for children - a floor of quality below which day care services cannot drop.
   - Licensing makes it possible for providers to obtain low-cost group day care insurance.
2. THE COUNTY WELFARE DEPARTMENT TO BE THE CONTRACTED LICENSING AGENCY FOR THE STATE DEPARTMENT OF HEALTH.
   - Children are a local community concern. Licensing must be administered in each county by a single public agency, namely, the County Welfare Department, to assure equal treatment to providers.
   - Licensing procedures and interpretation of regulations must be uniform throughout the state. This can best be achieved through the County Welfare Departments.
   - There shall be no unannounced visits except in cases of complaint.
   - Social workers to be regulators, consultants, and advisors, not persons whose duties are to police and harass.
3. ALL MONIES ALLOTTED FOR SUBSIDIZED CARE IN LICENSED FAMILY DAY CARE HOMES BE FILTERED DOWN THROUGH THE COUNTY WELFARE DEPARTMENTS.
   - The County Welfare Department should receive sufficient funds for administering family day care licensing and programs.
   - Family day care homes are unique. They are the much-needed "homes away from home" for many children. Some subsidized programs financed by the State Department of Education are changing family day care homes into "mini schools", "mini head start schools", and "mini centers". The words, "family" and "home" are being substituted with "teacher" and "school". These programs plague the providers with additional standards and evaluators. The family day care license must be respected.
4. A COMPLETE LIST OF SUPPORTIVE SERVICES BE ISSUED TO PROVIDERS PARTICIPATING IN SUBSIDIZED PROGRAMS AND THOSE SERVICES BE MADE AVAILABLE TO ALL LICENSED FAMILY DAY CARE HOMES WITH "NO STRINGS ATTACHED".

(over)

Family day care is the best, least expensive, underdeveloped child day care resource in the country. Almost 1/4 of the 81,00+ family day care homes in the country are located in California. Most licensed family day care providers are independent, although many participate in the subsidized programs. Family day care providers value and guard that independence. The State's adoption of the above recommendations will allow family day care providers to service all children and retain their highly valued independent status.

Elsie Anderson
Representative

ALAMEDA COUNTY

East Bay Grassroots Assn., Inc.
Audrey Tolbert, Pres.

Alameda City Licensed Child Day
Care Providers Assn.
Martha E. Silva, Pres.

CONTRA COSTA COUNTY

Diablo Valley Day Care Assn.
Margie Burns, Pres.

San Ramon Valley Licensed Day
Care Parents Assn.
Patricia Thomas, Pres.

MARIN COUNTY

Novato Day Care Assn.
Catherine Genazzi, Pres.

NAPA COUNTY

Napa Valley Day Care Assn.
Marlene Cole, Pres.

SACRAMENTO COUNTY

Sacramento County Child Day Care
Home Assn., Inc.
Elsie Anderson, Pres.

SAN FRANCISCO COUNTY

Parents United for Families (PUFF)
Pat Wilden, Pres.

SAN JOAQUIN COUNTY

San Joaquin County Child Day Care
Home Assn.
Sherian Nicholas, Pres.

SOLANO COUNTY

Solano County Licensed Day Care
Assn.
Kathy Ackeldein, Pres.

YOLO COUNTY

Woodland Licensed Day Care Assn.
Michaele Chamberlin, Pres.

Davis Licensed Day Care Home Assn.
Christine Jaeger, Pres.

Kathryn Thomas, Child Care Adviser
Davis, California

Eileen Stewart, D & R Director
Fairfield, California

Shirley Love, Family Day Care
Coordinator.
San Francisco, California

Marlene Posner, Consultant
Concord, California

Sacramento County Child Day Care
Home Assn., Inc.
P.O. Box 15733
Sacramento, Calif. 95813

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Model Cities

December 9, 1977

Senator Alan Cranston
Senate Office Bldg.
Washington D. C. 20510

Dear Senator Cranston:

I commend your continuing efforts on behalf of children. I am writing to provide you with childcare information about the Model Cities areas and the city at large. Model Cities recognized in 1970 that childcare was a necessary service to complement the employment program. A childcare program was established. There are now 7 centers in operation serving approximately 225 children. Title XX provides the major source of funds.

In August of this year, Model Cities conducted an indepth program review to assess the current neighborhood conditions. We compared conditions in both the Mission and Hunters Point Model Neighborhood Area to the city. We found that the conditions which existed in 1970 still exist. The review revealed the following conditions. Hunters Point has 3.4 times more AFDC recipients, 3.2 times more female household heads with children, 2.5 times more welfare recipients, 2 times more unskilled workers, and 1.6 times more jobless household heads than the City average. The Mission Model Cities areas have 1.8 times more AFDC recipients, 2.3 times more female recipients, 1.5 times more unskilled workers and 1.5 times more jobless household heads than the City as a whole.

The 1976 Childcare Task Force Report to the Board of Supervisors estimated 49,059 children under the age of 11 with mothers in the labor force in S. F. Only about 18% of the children in need of childcare are receiving services.

While inadequate funding is a major problem, the administration of childcare programs cannot be overlooked. In 1968 the San Francisco Board of Supervisors passed legislation to create an Office of Children's Services. Unfortunately, funding for such an office has not been available. In order to effectively plan and implement a comprehensive program, a centralized planning, coordinating and contracting office is necessary. Current childcare services are fragmented and vary greatly in quality, funding levels and operation. A Childcare Unit could 1) develop a comprehensive plan for childcare; 2) obtain grants for the City to subcontract for needed services; 3) bring administrative and program support to providers; 4) strengthen the relationship between agencies involved in childcare; 5) help to maintain the information system on childcare for public use and 6) officially advocate on behalf of the City for children's services.

In view of the serious problems San Francisco and other cities are facing with crime and delinquency, the provision of childcare for all working parents is critical. Childcare and after school recreation programs can prevent delinquency.

The recommendation from the 1970 White House Conference on Children stated: "We recommend that a diverse national network of comprehensive developmental childcare services be established to accommodate approximately 5.6 million children by 1980 through consolidated federal efforts via legislation and funding, as well as through coordinated planning and operation involving state, local, and private efforts." I hope that can occur by 1980.

My recommendations are:

1) To fund local centralized units to plan and sub-contract for childcare services possibly including Head Start.

2) To double the amount of funds for both Head Start and child day care services.

3) To consider consolidating funding for children's programs.

4) To require all employment legislation including the Humphrey-Hawkins Bill to require the provision of childcare.

5) To mandate continued compliance with the Federal Interagency Day Care Requirements.

Sincerely,

Lynne Beeson

Lynne Beeson
Program Monitor

ESTIMATED NEED FOR CHILDCARE
BASED ON ESTIMATED NUMBER WOMEN
WITH CHILDREN UNDER 18 IN LABOR FORCE

Total Children	Total[1] Children	Females with children under 18[2]	Est. ch. needing care - Mothers in Labor Force	Families Under $4,000[3]	Families $4,000 - $10,000	Families $$4,000 - $15,000
Age 0	7,000	29.4%	2,058	449	1,033	1,841
Age 1	7,000	29.4%	2,058	449	1,033	1,841
Age 2	7,695	29.4%	2,262	493	1,134	2,021
Age 3	7,820	38.8%	3,034	661	1,520	2,710
Age 4	8,617	38.8%	3,343	720	1,677	2,989
Age 5	10,196	38.8%	3,956	862	1,983	3,534
Age 6-11 (K-G6)	64,567	50.1%	32,348	7,052	16,220	28,913
Total under 6	48,328		16,711	3,643	8,380	14,936
Grand Total	112,895		49,059	10,695	24,600	43,849

Sources:
1. Health Department Resident Birth statistics ages 0-5
2. Special Labor Force Report "Marital and Family Characteristics of the Labor Force", March 1973. Special Labor Force Report, No. 164, p.22
3. Census of Population and Housing, 1970

It is possible to show the areas of greatest need for child care by utilizing 1970 census data which gives the number of children who were ages 0-6 in 1970 by geographic area. Again we make the assumption that the concentration of population in San Francisco has changed only to a minor extent so that all areas of greatest concentration of children would remain the same today as in 1970. Based on this data and AFDC data for June 1975 we obtain the following information.

Children ages 0-5 in 1970 by geographic area as compared with AFDC fmaily units by geographic area in 1975.

GEOGRAPHIC AREA	CENSUS TRACT	CHILDREN	AFDC - FG
Chinatown-North Beach	101-125	3,187	671
Marina-Pacific Heights	126-135	1,541	139
Fillmore-Western Addition/Haight Ashbury	151-171	6,113	4,105
South of Market	176-180	1,241	275
Inner Mission	201-218	5,861	2,097
Potrero/Hunters Point/ Bayview	226-234; 606-610	6,012	3,574
Victorian Valley/Bernal Hights/Outer Mission	251-264	6,838	2,416
Ingleside/West Twin Peaks St. Francis Woods	301-314	4,472	1,277
Middle Sunset/Parkside Stonestown	326-332	2,136	199
Outer Sunset	351-354	1,567	273
Upper Inner Richmond	401-402	567	89
Middle Richmond	426-428	849	98
Lower Inner Richmond	451-452	677	125
Outer Richmond	476-479	1,495	167

Since more females in San Francisco are employed (67.1% in 1975 based on State Department of Finance Data, June, 1975) than on the National average (43% based on AFL-CIO report "Women Workers: Profile of a Growing Force) we can feel confident that our estimates of need for child care are not exaggerated.

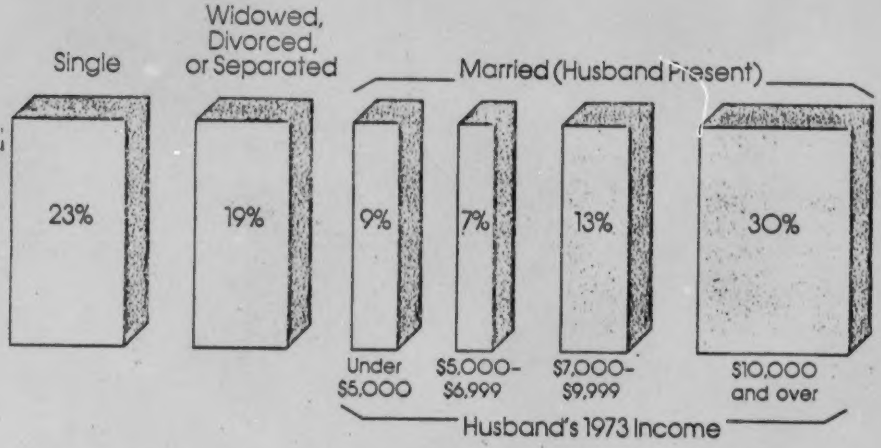
ESTIMATE OF CHILD CARE NEED FOR
FEMALE HEADED FAMILIES (22%)

Total Children	Children in Female Headed Families	Children in Employed Female Headed Families
Age 0	1540	770
Age 1	1540	770
Age 2	1693	846
Age 3	1720	860
Age 4	1896	948
Age 5	2243	1121
Ages 6 -11 (K-G6)	14205	7102

According to 1970 Census data there are 7,241 male headed families with a total of 2,772 children under 18 years of age. Estimates for need for child care are not included. Supporting data upon which to base projections are not available, however these figures indicate a substantial demand for child care for male headed single parent families. Social trends indicate the percentage of such families are increasing.

Most Women Work Because of Economic Need

(Women In The Labor Force, By Marital Status, March 1974)



Source: Prepared by the Women's Bureau, Employment Standards Administration, from data published by the Bureau of Labor Statistics, U.S. Department of Labor

THE CHILDREN'S CENTER CHAFFEY COMMUNITY COLLEGE
5885 HAVEN AVE. ALTA LOMA, CALIF. 91701

December 16, 1977

Subcommittee on Child and Human Development
4230 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Senator Cranston:

By way of adding to the committee's body of knowledge, the student/parent consumers, faculty and staff of Chaffey Community College Children's Center submit the following testimony which includes:

1. Description of the Children's Center Program and year-end report.
2. Response from student/parent consumers.
3. Faculty response.

Please note that to some degree all of our children receive subsidized care regardless of income. We have a quality program that pays fully qualified staff a living wage. The children coming to this Center experience a child development program rather than custodial warehousing. Student/parent consumers receive a hand-up--not a hand-out. They and their families experience a support system that results in their being more able, more caring, more productive people. The cost for such a program is $2.39 per child hour and going up.

As a Nation, we have long espoused humanitarian concerns. It is time, past time, to put our money where our collective mouth is -- in support of children and their families!

Cordially,

Patricia Pruden Mohr
Patricia Pruden Mohr
Children's Center Coordinator

PPM/jfm

Attachments

PATRICIA PRUDEN MOHR, COORDINATOR 714 987-1737

CAMPUS CHILD DEVELOPMENT PROGRAMS:

Who is eligible? What are the priorities? What are some of the ethical considerations?

The underlying concept of the Campus Child Development Program is one of positive support for positive endeavor. Essentially, it is a "hand up" not a "hand out" for those student/parents who seek educational opportunities provided by the Community College System. In, with and under this conceptual framework is the long-range goal of support for the children involved--that each child and his or her parent/s will find an opportunity to meet the developmental needs of the individual child and to further enhance the parent-child relationship.

The Campus Child Development Program has a unique potential--that of creating an opportunity for all persons involved to experience a cooperative pluralistic environment--a blend of ethnic and economic variety. In order to accomplish this, it is necessary to insure an enrollment policy that is inclusive rather than exclusive. An example of such a policy which meets all State Department of Education and Title V guidelines can be seen at Chaffey Community College.

"III. Parent-Child Admission Policy

A. Admission Eligibility

Any child who is emotionally, physically, and socially healthy, who is 2 through 5 years of age, and whose parent(s) meet student/parent (student family) criteria for admission is eligible for the program before 4:00 p.m. Children through $\overset{10}{8}$ years meeting the aforementioned requirements are eligible after 4:[illegible] p.m.

> A student family, for the purposes of this division, shall be defined as a family with a parent enrolled in an approved academic or vocational program, including one engaged in an educational work-in-training program, leading to a degree which will either further that person's education or employment potential, or both.

A low-income student family, for purposes of this division, shall be defined as a family whose gross monthly income is less than, or falls within, the fee schedule established pursuant to Section 16729. (Section 12 - 16730.1)

1. Student/Parent (Family) Admission Criteria - A student/parent is defined as any person registered as a bonafide student who has legal custody of a minor child.

2. Priority for admission to the Children's Center is established in accordance with Section 16728 of the Education Code.

The Superintendent of Public Instruction shall adopt rules and regulations which shall include standards for determining eligibility and priority of service.

Priority for service shall be established on the basis of family marital status and income, with higher priority being assigned children of single-parent families and families with the lowest incomes. Exceptions to these priority criteria shall be granted to any eligible child whose unique circumstances create a pressing need for child development services. The information necessary to establish eligibility of a child for federal reimbursement shall be completed as a part of intake procedures used in accepting a child for care or service.

The regulations formulated and promulgated pursuant to this section shall include the recommendations of the Department of Health relative to health care screening and the provision of health care services. The Superintendent of Public Instruction shall seek the advice and assistance of these health authorities in situations where service under this chapter includes or requires care of ill or handicapped children. (Section 10 - 16728 E.C.)

The priority list of admission to the Center is:

1. Full-time low income single-parent family.
2. Full-time low income two-parent family (one parent being full-time student).
3. Full-time moderate income (exceeding 84% line of State's Family Fee Schedule) single-parent family.
4. Full-time moderate income two-parent family (one parent being a full-time student).
5. Part-time (6-12 units) low income single-parent family.
6. Part-time (6-12 units) low income two-parent family.
7. Part-time moderate income single-parent family.
8. Part-time moderate income two-parent family.

To the end that the Center has a philosophical commitment to a pluralistic environment 25% of the children enrolled will come from moderate income families. Overall enrollment of the Children's Center will reflect the ethnic representation of the student body as a whole."

To further support the argument for campus child care. it's necessary to view the changing student population. In a paper prepared by Michael Alexander, Dean of Student Affairs at Chaffey Community College, the following is stated:

"There is a new clientele in the California Community Colleges today. Consider the typical student of yesterday: white, monolingual, unmarried, middle-to-upper middle class; highly motivated and reasonably well prepared academically; degree - or certificate-oriented, almost without exception. Yesterday's typical student was fresh out of high school and tended to live with his/her parents. Yesterday's student rarely required attention from student personnel specialists, except, perhaps, for some parental advice from a counselor about what courses to take next semester.

In contrast, the new clientele is so diverse that a simply thumbnail sketch of a student body is not possible. A casual look at the demographic data describing a typical California Community College student body reveals that student population characteristics are more and more resembling the characteristics of the community at large.

California Community Colleges are involved in one of the most extensive experiments in democracy ever attempted by a system of higher education. These colleges are serving groups who are, for the most part, new to the postsecondary education scene. Among those groups (in no special order) are:

1. Ethnic minorities, particularly Chicanos, Blacks, Native Americans and Orientals.
2. Economically disadvantaged people.
3. Ex-Offenders and residents of districts' penal institutions.
4. Returning women.
5. Older students.
6. Veterans.
7. Members of criminal gangs.
8. Learning disabled people.
9. Physically limited people.
10. People in life transitions (recently widowed or divorced e.g.)
11. Men and women who present themselves for further career development or retraining.
12. People seeking to enrich their use of leisure time.
13. Parents of young children.

Although this list is far from exhaustive, it does give some feeling of the diversity of student bodies. Obviously, many of the consumers of community college programs and services fall into two or more of these thirteen categories, a fact that further complicates the list."

Excerpts from the attached reports emphasize the ever-increasing need for campus child development centers as an integral part of Student Services.

Integration of child development centers as a part of Student Services requires: (1) Articulation with instructional areas of Child Development programs; (2) Political support on behalf of said programs; (3) Additional sources of financial aid for child care programs.

Patricia Pardo Maher

COMMUNITY COLLEGE CHILD DEVELOPMENT PROGRAMS

Historically Child Development Programs in the Community College have evolved from the professional and personal needs of the student. Research of early childhood development during the forties and fifties demonstrated that the complex developmental processes of young children required professional preparation of the child care giver. In response to this need Community Colleges began developing programs to train paraprofessionals to work with young children and their families. These Child Development Programs, with access to the career ladder in education, have four components:

1. Community College certification.
2. Transfer to higher education.
3. Entry level participatory experience with children.
4. Preparation for effective parenting.

During the turbulent sixties, changing characteristics of the student population to a more representative segment of the community at large resulted in the student demand for an expansion of support services. This brought about a statewide charge to the Community College that allied services be provided to "remove barriers to learning". One of these services that permitted encouragement of the Open Door policy was the legislation that provided for campus child care through Child Development Programs (E.C. 16728, Title V).

When colleges implemented or supported Child Development Program Centers there tended to be a reduction in student/parent attrition and an increase in grade point average. The socioeconomic effect of Child Development Program Centers has been to:

1. stabilize the family unit.
2. enhance the productivity of the student.
3. stimulate further economic responsibility.

The convergence of these forces, the pressure for professional preparation of early childhood teachers and the student demand for child care services has produced multifaceted child development programs that serve students, their children and the community--perpetuating the Open Door Policy

Statement from Community College
Chancellor's Office - Child Development
Task Force - 9/15/77

Chaffey Community College
5885 Haven Avenue
Alta Loma, CA 91701

Senator Cranston
Childcare Hearing
Testimony From
Parent/Student
Consumer

To discuss childcare as an issue out of the context of the larger issue of families and their lifestyles is ludicrous to me. The question of family, its place in society, its quality, and the impact of society on it is the real issue and childcare fits within the scope of that question.

The questions then I think are these:

1. Do we, as a people, value the family as a basic component of our society?
2. Can our definition of "family" expand to include the reality of increased divorce rates and alternative lifestyles or will we stagnate and limit our growth by insisting on a mythical family unit definition?
3. Can we define some of the desirable qualities for the family unit; can we rationalise them economically; and can we creatively facilitate their acquisition?
4. And finally, will we, as a nation, moblize our resources to support and uphold the American family?

If this society does indeed, cherish the concept of the family unit, it must expand that concept to include single parent families, two parent families where both parents work outside the home, extended families developing from communal lifestyles, and all the shades and nuances of family life in between.

To insist on the mythical family unit, ie. Father bringing home the bacon, mother in the kitchen and 2.3 adorable children in a suburban backyard, is not only stagnating, but economically unrealistic.

Which brings me to my third point. Is that suburban backyard and two cars in the garage and all the other elements of the "American dream" really worthwhile? I think they are; because what the "American dream" boils down to is not materialism but the quality of life it makes possible.

Not things for their own sake, but things for the way in which they enchance our lives and our country's life. It seems to me that for our people's sake and for the continuing growth of our country we need to recognize the value of promoting a lifestyle that allows for creativity and growth. Implict in that lifestyle is quality in education, quality in our environment, and quality in family life itself. Such a lifestyle requires support from the agencies of our government for most people to attain it. It requires reasonable, not poverty-level, support when people are being trained and educated. it requires strong government backing for our educational institutions, it requires funding to find immediate and long-range answers to our environmental problems, and it requires quality childcare for the citizens of tomorrow.

No other commodity in America is as valuable as its children and the quality of their lives is directly related to the quality of life America will experience when her children grow up. Therefore it behooves our society to support and facilitate quality childcare at affordable costs for its families. The same rationale that applys to publicly-supported education applys to publicly-supported childcare, the costs incurred are more than returned to society by the superior ablities of the individual so nurtured and supported.

When we talk about quality childcare what do we mean? We mean trained caregivers first of all. Mrs. Jones down the street may be a fine mother to her two children, but caring for five-ten children, all from different backgrounds, lifestyles, even cultures, requires more skills than she has without training. Quality childcare means facilities designed to provide opportunities for growth, creativity, and freedom of expression for children. Quality chilcare means that all families are able to afford it for their children regardless of where they are in their quest for a quality family life. And quality childcare means that we talk about all children, not just the preschool child. It includes children from zero-fifteen years and provides infant care, and extended day care appropriate and stimulating for the group being cared for.

The final question I posed is really up to you. Will you, as a represeintative of our nation, listen to the answers you've been given? Will you commit yourself to the children of this country and to the quality of life we must pursue to grow in the future as we have in the past? Will you help mobilize the extensive resources of this country to support and uphold quality lives for our nations families.

I fervently hope you answer yes to that final and most basic question and that your colleagues join you in your committment. The quality of life in America depends on all of us committing ourselves to the American family.

Thank you for your consideration.

Jeri L. Osmundsen
Student Administrator

Edith Munoz
Edith Munoz
Student/Parent Peer Counselor

**CHAFFEY COMMUNITY
COLLEGE DISTRICT**

5885 HAVEN AVENUE, ALTA LOMA, CALIFORNIA 91701
TELEPHONE: (714) 987-1737, 822-4484, 735-0242

December 9, 1977

Dear Senator Cranston:

I am writing in support of those pleading for more extensive child care facilities in our public education system. I am one of the many women who elected to continue my education after having children. Consequently I found myself in the duel role of mother and student. If it were not for my family (sister, mother & sister-in-law) I could not have continued with my schooling since my marriage had also broken up and my income negligable. They took care of my children free of charge. As we both know, there are many women who are much less fortunate than I when it comes to getting support from family and friends. If there are child care centers on campus more women could entertain the option of furthering their education. The personal rewards of continuing successfully in school are exactly what the homemaker needs when the home is falling apart or she is becoming bored with an often thankless job.

Keeping women mentally active and involved in all parts of our society is a very worthwhile endeavor. Child care centers are a necessary stepping stone toward that goal. I sincerely hope you will use your influence to spearhead this cause.

Sincerely,

Muriel Zimmermann

Muriel Zimmermann
Asst. Professor
Biology Department

MZ:pb

watch
Women Attentive To Children's Happiness
P.O. Box 1901, Altadena, CA 91001

December 21, 1977

Senator Alan Cranston
Subcommittee on Child & Human Development
4230 Dirksen
Senate Office Bldg.
Washington, D.C. 20510

Dear Senator Cranston,

A representative group from our organization, WATCH (Women Attentive to Children's Happiness) attended the December 12 hearings concerned with child care and child development programs held in Los Angeles.

We wish to commend you for the interest and concern you are demonstrating relating to these important issues. We feel as you do, that something constructive must be done to provide quality programs for all children who need care. In a country where "life, liberty and the pursuit of happiness" is a guarantee to all its citizens, children should not be excluded.

During the hearings it was apparent that center care for children was accepted as a viable option and important service. We were appalled that there was not this same recognition given to family day care in spite of the fact that this service is the most widely used and chosen form of out-or-home care. There was no representative family day care provider who was invited to testify about the benefits we offer to children and families.

Among the benefits of family day care are:

1. Family day care hours are flexible, e.g. a WATCH member has cared for a child who comes at 4:30 a.m.; another member has cared for a child as late as 2:00 a.m.
2. Family day care provides a natural, comfortable, authentic and loving environment for children.
3. Family day care provides a small child-adult ratio where children can establish a close, ongoing relationship with children of different ages as well as with a few significant adults.

4. Family day care is an extension of the natural family and provides an intimacy for children and families not found in any other form of out-of-home care.

5. Family day care provides a natural form of education where children learn about life and living.

6. Family day care provides a support to working parents.

We believe that a public education program must be developed to present family day care as a viable quality child care option. At this time our image has been portrayed as "babysitting" or "custodial care" or worse; we reject these descriptions. Family day care is not babysitting - it has the potential for providing the finest developmental care available.

Most family day care homes are independent; a few are involved in organized systems. All family day care needs support in order to provide quality care. We believe that:

- Money should be available to allow family day care providers to take courses relating to their profession.
- Small Business loans should be available at low interest to providers who wish to upgrade their homes and day care environments.
- Money should be available to families who need a supplement to place their child(ren) in family day care and allow them to pay a decent fee for this care. (We too often have been the subsidizers for families who cannot afford to pay the full cost of care.)
- Money should be available to self-help groups like WATCH to provide the staff support needed to assist in the development of this type of organization. With some financial assistance WATCH would be able to develop some programs around group purchasing of food and equipment, training and workshops, community outreach as well as enlarge our toy loan, library, newsletter, group meetings and educational offerings. There are many other family day care organizations which would benefit from such support.
- Money should be available to extend the information and resource services WATCH now offers. Operating on a volunteer basis we now handle around 15 calls per day; with some staff assistance we would be able to offer an enlarged, a stable and much needed service to parents in search of child care.

There are many positive things about family day care, but one of the negatives is that we work very long hours for little monetary compensation. We know that we do not receive the amount of money that reflects the real value of the care we provide; in essence we contribute our efforts as in-kind payment because we simply cannot turn away children in need. Therefore, future legislation should give support to independent family day care providers to enable them to continue to provide a neighborhood based, intimate, quality child care environment for children and families. The uniqueness of family day care must be recognized and preserved. Family day care is a non-institutional approach that really works for children and families.

Sincerely,

Teri Hardiman

Teri Hardiman
President, WATCH

Lari Chouinard

Lari Chouinard
Vice President, WATCH

Enclosures: What is Quality Family Day Care?

A Self-Help Organization of Family Day Care Mothers
as a Means of Quality Control

c/o United Way
6851 Lennox Avenue
Van Nuys, California 91405

San Fernando Valley Child Care Consortium

Telephone: 785-8861

December 16, 1977

Honorable Alan Cranston
Chairman
Subcommittee on Child and Human Development
4230 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Senator Cranston:

We want you to know how much we appreciate your continued interest in child care issues and your efforts to support good quality programs.

Please do continue to support efforts to include language in The Social Services Legislation (S 7200 and HR 7200) that will require states to raise their Federal Child Care Funds for child care, rather than for other services.

Please do continue to support Comprehensive Child Development Legislation. We are counting on the new administration for support - not vetoes.

Thank you, again, for your good work on behalf of children and our future generations.

Sincerely,

Cris Hewitt
Chairperson

cc: John Wareham, Director
Planning Council, United Way

Marjorie Morris, Director
Child Care Resource Center

CW/ps

FROM: LEGISLATION COMMITTEE, SAN FERNANDO VALLEY CHILD CARE CONSORTIUM

RE: CURRENT CHILD CARE ISSUES, 1977

To no one's surprise, the child care issues of great concern listed by Mayor Bradley's Advisory Committee on Child Care reflect the same concerns continuously discussed by our own members. Thanks to Doris McClain's prompt report, the issues highlighted by the Mayor's Committee are listed below, along with excerpts from comments by our own Committee:

CHILD CARE ISSUES	COMMITTEE COMMENTS
1. CHILD CARE SHOULD BE VIEWED AS A SERVICE FOR ALL PARENTS.	Child care services and pre-primary education have been available for more than a century in many parts of this country to families who can afford them and to some of the most destitute and disabled. In some states, including the State of California, sliding scale fees have been used to enable working low-income parents to control their own lives, stay off welfare, and make sure their children were not neglected.
2. THERE IS A NEED FOR SUBSIDIZED CARE FOR THE CHILDREN OF WORKING PARENTS	If our society truly wants to provide choices for parents who are eligible for welfare, but prefer to work, child care services the parents believe are satisfactory must be provided at prices they can afford to pay.
3. RECOGNITION OF THE GREAT NEED FOR EXTENDED DAY CHILD CARE.	In almost every American city, reports indicate that care for school-age children is more difficult for parents to find than care for prekindergartern-age children. It has been said that it costs $3,000 a day to keep a courtroom open - more than twice the cost for a whole year of care for a school-age child. Does anyone know what percentage of latch-key children learn about shoplifting and streetfighting because of inadequate supervision?
4. RECOGNITION OF THE GROWING NEED FOR INFANT CARE.	Unless society responds to the increasing needs parents express for infant child care, it is inevitable that parents who are not well informed and those who are overwhelmed by the difficulties of survival, will seek solutions through inadequate and illegal child care services.
5. RECOGNITION OF THE VALUE AND THE IMPORTANCE OF PARENTAL CHOICE.	The needs of every child and the needs of every family are unique. The parent is the person most likely to understand what kind of child care service or program is most suitable for the child. Whenever possible, more than one choice should be made available to the parent.
6. RECOGNITION OF THE NEED AND VALUE OF SUBSIDIZED INFORMATION AND REFERRAL SERVICES.	Parents from all economic levels benefit from the information about the locations and kinds of service available in the community. Child care providers and potential providers benefit from the professional and technical assistance that can be made available to them.

7. THE NEED FOR TRAINING, ESPECIALLY FOR SUCH PROGRAMS AS MAINSTREAMING.	Special preparation of educators and child care providers is useful when they are working with children with special needs and handicaps. Mainstreaming is successful when the adults and children are able to think of all children as people with special needs and differences - rather than some as "normal" and others as "abnormal."
8. THE NEED FOR SUBSIDIZED CRISIS CHILD CARE AND RESPITE CARE FOR THE FAMILIES OF CHILDREN WITH SPECIAL NEEDS AND HANDICAPS.	In most large communities there is a lack of appropriate services in an emergency or crisis situation if the family has no local relatives or friends who are able to provide adequate temporary care, e.g., when one or more family members suddenly are hospitalized; nor is there sufficient provision for relief for family members who have constant responsibility for the care of severely handicapped relatives.

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III. BACKGROUND MATERIAL

Stevanne Auerbach-Fink

Mothers' Expectations of Child Care

The issues surrounding the provision of child care services in the United States are complex and chronic: Complex for a variety of social, political, and economic reasons; and chronic because of a basic unwillingness of many people to face the consequences of the lack of publicly supported child care services. The issues have not been resolved and will persist for some time. One of the most pressing questions is: Who determines the extent and quality of child care services? How much voice do parents have regarding the availability and type of child care provided, and what is the relationship between the consumer and the services actually offered? These concerns form the underlying theme of this article.

Mothers with young children share a common concern when they are faced with returning to work. The mother must locate a dependable and qualified surrogate form of child care that will approximate the love and attention she would give the child each day—someone who will provide for the child's basic needs of food, rest, play, cleanliness, and safety. The mother's preoccupation is whether the person will be concerned and meet those basic needs and do a little bit more—meet the child's emotional needs by holding, rocking, or talking quietly; meet the child's social needs by having other children there for play and interaction; meet the child's developmental needs by providing appropriate toys, games, and materials.

The mother selects these services either through a child care center, an individual sitter, or a family day care home. She may select an unlicensed home or center because she has no other choice. Mothers often are forced to reject job offers because they cannot locate convenient or affordable child care. Combining the roles of mother, wife, or head of the house with fulltime employment presents many difficult problems.

The major considerations faced by women seeking outside employment are the age of children, marital status, income, and availability of child care at a cost proportionate to earnings. Other reasons are a desire for continuation of skills, for independence, future security, relief from feelings of loneliness, or for the satisfaction of work itself and the feeling of being important outside the home. Usually money for food, clothing, and shelter is the most compelling reason that women seek employment.

Studies by the Women's Bureau of the United States Department of Labor (Herzog 1960) reveal steadily increasing percentages of mothers in the labor force. In 1940, one mother in eight worked. By 1970, over half the nation's mothers worked full or part-time. The greatest increase in the percentage of working mothers occurred in the 25- to 44-year-old range, the years of maximum childrearing responsibility. Therefore, in comparably increasing numbers, mothers have begun seeking child care services outside their homes. In 1970 two million children were cared for in homes of relatives or friends, or in day care homes, while 6 percent were cared for in child care centers. About 4.5 million working mothers have children under the age of six. In about 3.9 million families headed by a man, where the woman works and the children are under the age of six, about one quarter of these families would have incomes of less than $10,000 if the mother did not also work.

Reasons for the increase in working mothers include an expanded economy and the creation of new job opportunities, a shift in basic industrial systems toward more white collar workers, the earlier completion of families so that women are younger when their children are in school, and a great reduction in the amount of time needed to care for a house. Also, more women are better educated, and basic attitudes that once hampered women have given way to new social perspectives with the resultant shift toward expanded educational, personal, and job opportunities.

As society opens boundaries and choices, women have gravitated toward the new choices open to them. However, the shortage or lack of good, quality, and accessible child care in or near the home repeatedly is a barrier to these possibilities. According to Ruderman (1968), all of the reasons against mothers working have been shown to be inconsistent and inconclusive. If, for example, a woman earns independently of her mate, his traditional predominance, self-esteem, and authority is not necessarily weakened; nor can it be asserted that a woman's femininity and/or maternal feelings are weakened or destroyed if she is working or becomes dissatisfied with the traditional roles of wife and mother. Child care arrangements outside the home do not necessarily result in children deprived of maternal love and guidance. Nor is there evidence to show more confusion in sex role identification, expanded emotional con-

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flict, greater incidence of divorce, delinquency, or drug use. Employment of mothers might actually have good consequences for family life, and working might bring husband and wife together, fostering independence and social awareness in their children. Ruderman concludes that "(1) evidence does not indicate higher delinquency rate among children of working mothers if quality of care is taken into account; and (2) husbands and children do become more involved in housework and domestic chores with no blurring of basic role distinction" (Ruderman 1968, p.8).

For the present, we must continue to study the long-term effects of maternal employment on society, child development, and family life while simultaneously building a high quality system of services to families.

Mary Keyserling, former Director of the Women's Bureau, United States Department of Labor, conducted a national study of the problems of child care for working mothers. She states,

> Many interesting, innovative programs are described . . . . But these accounts are a relatively small part of the story. The larger part is a composite picture of much care that is custodial, some that is bad and far too much that is harmful. A part of the story is that the number of children in need of care has been rising considerably more rapidly than the supply of services available. (1972, p. 10)

This survey indicates further action, closer scrutiny of the type of child care available, and the necessity for improvement.

During the course of a recent study (Auerbach-Fink 19), I interviewed several hundred mothers in San Francisco to gain their impressions of the experiences they had with child care. The mothers revealed their expectations for these services and shared their problems and suggestions. During extensive interviews they talked about staff, facilities, programs, and their specific desires for their children.

What problems did working mothers reveal in the course of the investigation of child care in San Francisco? The mothers included in the study were diversified as to socioeconomic status, ethnic origin, residence, types of programs used, marital status, and number of children in the family. They were in essence a cross section of the population of working mothers. They were interviewed in confidential discussions in their own homes, at other homes, in churches, or at their place of work during their lunch hour. Interpreters assisted in interviews with non-English-speaking mothers.

The mothers surveyed usually had had some education and job experience before having a child, and typically waited two years before trying to go back to work. Many women had husbands in the service, were working to supplement the family income, or had highly-skilled jobs which allowed reasonable maternity leave, but required a return to work as essential to maintaining the position. Others expressed a need for a respite due to their lack of preparation for parenthood, emotional readiness, or other problems in their lives, and were not content to have no relief from the care of their young child. The lack of this child care assistance may be partially evidenced by the alarming national increase in the incidence of battered and abused children.

However, almost every young mother needs some time away from children and the responsibility. For whatever reason—financial, emotional, or social—a mother has the right to expect that she can have some time to rest. She should also expect to have the choice to work, complete high school or advanced education, or participate in community activities if she so desires. The days of the available grandmother, aunt, good friend, or trusted nanny are no more. The person who cares for an infant, toddler, or older child most often will require a salary or, if possible, an exchange of services. The latter has worked successfully for many mothers involved in parent cooperatives.

Concern for the Child's Needs

The mothers interviewed consistently expressed concern for the needs of the child when selecting a child care program. The natural instinct is to protect and care for one's own child. An individual mother soon realizes that despite all of her love, understanding, and ability, she cannot provide everything to her child, and that other adults and children effectively supplement her own care and attention regardless of how much time she spends with her child. Once a mother realizes that, she does not need to be possessive of the child and can share with others the child's care and upbringing, allowing the child to become more independent.

Bronfenbrenner (1972) has said, "The primary objective of day care is to meet the needs of children for experiences which will foster their development as human beings" (p. 3). According to Bronfenbrenner and many experts, the fundamental consideration in child care is to safeguard the child's needs based on health, nutrition, security, freedom within structure, compassion, knowledge of developmental differences, child development, cognitive, social, and emotional development.

The child care services under discussion in the interviews were not simply "a place to leave the kid" while mother does her shopping, but a place where trained persons who know and understand the broad and complex needs of children treat them with love, dignity, sensitivity, and responsibility.

Locating Services

Parents who were interviewed expressed their willingness to pay or contribute for the services provided, to return to the centers for meetings, and to assist in the center's operations. This willingness often was frustrated when meetings or volunteer times were badly scheduled. The working mother must be regarded with the same dignity and understanding as any other working person.

Mothers expressed nagging feelings of frustration when they leave their children with someone else. These feelings subside only when the mother becomes accustomed to the caregiver's style and begins to trust that person. It may take a long time before she sees her child respond happily and comfortably. If the child is wet, crying, or angry night after night, she begins to wonder whether the arrangement is good. Maybe she notices that the food left for the baby has not been used or that the child's coat has not been moved, indicating that the child probably has not been outside all day; or

PARENT CHILD EDUCATION CENTER
BERKELEY, CALIF.

she arrives early to overhear the caregiver yelling harshly at the child; or she tries to speak in broken English and no one on the staff can understand that her concern centers on the sniffles the child has had for a few days; or she does not know the name or phone number of any other parent using the center and little is done to bring the parents together in informal and pleasant situations.

Perhaps she will not notice or criticize at first. Then subtle problems emerge and after a while she realizes she is stuck in a bad situation. There is no other person or place to turn. She cannot afford to pay more. She suddenly feels unhappy and she may have no other alternative. The feeling of guilt suddenly returns. She may begin to resent her job, her situation, and judge herself harshly.

One of the mothers interviewed in the study spoke of the frustrations she experienced in locating a sitter. She was working as a nurse and had to change sitters often because they were unwilling to adjust themselves to her work schedule.

Another mother said she really resented not being made to feel an important part of the program. She was on welfare and the staff treated her and her child as if they should be grateful to them.

> They didn't have any respect for me at all. I wasn't looking for a free handout. I just wanted them to take care of my child long enough to complete the training program and until I could start working to find a decent place. They never sent me any notices about meetings. No one mentioned anything until that evening and then I had to go home and make arrangements which never could work that fast.

Learning Experiences

Other mothers expressed their concerns with the lack of equipment or materials in the home or center where their child was being cared for. They wanted a place where the child would grow, learn, and gain new skills.

> The home I went to at first had too many kids. The lady said she was going to have fewer kids soon, and get some more games, paper, crayons, and stuff like that. Instead she took on one more child, and there they were, crying for their mammas when I got there early. I took my child out that weekend and found a neighbor for a while until I could get into this center. The place

> isn't fancy, but it sure does look nicely fixed up. The kids have small groups and there are lots of things for them to learn.

Another mother said she wanted her child to learn English and did not want her to lose Spanish at the same time. She was very proud to have come from Costa Rica and wanted her son to learn about that country and its foods and be able to share his knowledge of Spanish with the other children in the center. The center had one Spanish-speaking teacher and twenty Spanish-speaking children. The ratio of teachers to children in the predominately Spanish-speaking community discouraged parents. Comments varied when mothers were asked what they expected or wanted from the program from one mother who preferred a more structured program to another who enjoyed the relaxed atmosphere offered. It is essential that choices be available and parents understand these choices.

A twenty-seven-year-old mother with a seven-year-old daughter who had used child care for three-and-one-half years said,

> I wanted a program that was structured and offered an educational program. I was going to send her to a parochial school, but the fees were too high. A lot of the children do not get enough supervision where she is now when they are out in the playground or in the bathroom. Also, no medical facilities exist. I've been involved in the Parent Advisory Board and we are trying to make recommendations to improve the program.

When asked what kind of person she would like to take care of her child, a mother living in the Haight-Ashbury replied,

> It doesn't matter, as long as they like children. Right here we have a mixture at the center of Black and White and other nationalities. People who are willing to give of themselves is the most important thing. [She continued,] I like the way the center is set up and they have plenty to do to keep them occupied. They taught them many, many things like colors, shapes, ABC's, and little songs. Lots of them will be ready to go to school. They learned about plant life, about babies, and taking care of animals. They have a little garden. I come down sometimes. I was asked if I could come down more and help. I really want to, but after I finish work, I'm usually just exhausted, taking care of the house with three kids.

When I asked what she does when she comes to help, she said,

> Just what the children do. We just try to let them express themselves and it is not like you were going to make them sit down and make them do it. . . you just start to do something and they get curious and they get interested. You just have lots of different things for them to do.

Safety

Mothers expect the center or home to provide a safe environment both in- and out-of-doors. One center I visited rarely supervised the children going into the bathroom until a scream one day brought everyone running. One child had been pushing the other children around every day and this time he closed a door on another child's finger. Mothers do expect to trust the caregivers and feel confident that the children will be watched. They know and understand the need for breaks for the staff, but rightfully expect someone to be watching the children at all times.

In another center I visited, five adults were sitting in a room supervising thirty sleeping youngsters. This seemed exaggerated in the other extreme as most of the staff could have been in the next room doing some quiet activities while one or two people supervised. Naptime is often a good time for a quiet talk among the staff for progress reports on the children and other program discussions.

Nutrition

Mothers do expect good, basic food which is satisfying to the children and attractively served. They hope their children will experience new foods and delight in trying something they never had before. They also want their children to have food they are accustomed to, whether it is tacos, rice, or fish. The parents have pride in their own customs and traditions and do not want the center to minimize them. The introduction of native foods is one way to support the family.

Staff Qualities

Prescott and Jones (1972) pointed out some important considerations to bear in mind about the child care environment. They concluded the staff is the prime determinant in the success of programs, and described the optimal behavior of teachers as "balanced among encouragement, guidance, restriction and neutral action," and also "friendly and sensitive." Mothers in this study concluded the most important criterion to them in selecting child care is the way teachers respond to them and to their child.

Parent Participation

Mothers expect they will be invited to visit, participate, and become involved in the center to the extent they can. They often can contribute time and energy to various center functions if they feel needed and really wanted. They said they expected to have a chance to get to know other mothers, but there was hardly ever time the way the meetings were set up.

Mothers have come to expect that reliable, inexpensive, and quality child care may not be synonymous. If they are lucky they will have good experiences. If mothers want to or have to work, child care is essential. The women I have met from coast to coast want the best child care they can obtain and afford. They are usually willing to work within the program to improve it. The degree of their participation or involvement will depend on their working conditions and personal inclinations.

Bronfenbrenner (1972) clearly states the role for parents:

> A primary objective of day care and child development programs is to provide a service for families. This objective negates the idea that these programs should replace the rights and responsibilities that are inherently those of the parent. Therefore, an underlying principle for effective day care programming is policy control, program implementation and operation by the consumers of the service. This control may be exercised by all of the consumers or at least by a majority of them. (p. 8)

Another view of the essential role parents fulfill is found in Hess (1972):

> If we are to continue to value the "uniqueness" of each child, it seems

> even more important to have Day Care staff work closely with the parents so that extra-familial care can incorporate some of the individuality of each parent-child pair.

Hess (1972) clarifies some of the obstacles to successful parent involvement.

> One is that the parents and teachers often have images of one another which are not conducive to cooperation. Both, for example, may feel unwelcome—the mother at school and the teacher in the home. Parent participation in the schools is a form of social commitment on both sides and deserves care and attention, and is a gradual process.

The manner in which discussions or conferences are conducted definitely will be important as the first step to good parent relations. Parents in the study were willing to discuss their concerns freely, suggesting the intensive interview as one way to begin to involve parents and make them feel welcome in the center. Incentives to parents to encourage their involvement through time and services could include providing supper, helping make shared sitting arrangements, and varied opportunities for social activities. Other ways to sustain parents' interest can be accomplished through such opportunities as developing small groups for special interests, discussion of policy and programs, and involvement in field trips.

Summary

In summary, the problems expressed by the working mothers interviewed are:

- Locating available child care services for all of their children of different ages (shortages of child care are acute for infants and for older children after school).
- Finding affordable child care.
- Finding child care which meets the family's needs, personal situation, and cultural values.
- Obtaining transportation to and from home, center, and the place of work.
- Caring for the child when illness arises.[1]
- Finding evening and weekend care when needed.
- Being able to participate fully in the program.
- Having enough energy to do all that is required in the balance of roles.
- Knowing that they are doing all they can to be effective mothers, minimizing unnecessary frustration when they are away from their children.

Parents are vitally concerned about their children and desire the best possible care and education from a child care center. Working mothers have limits and stresses on the amount of time they have to provide to their children, to the center, and to the other responsibilities in their lives. If the parent is to feel pleased about the program and motivated to become a participant, she must be allowed to become familiar with the possibilities open to her and warmly encouraged by the other parents and staff. If she feels she is welcome, that the staff listens to what she wants for her child, and if she can manage the delicate balance of the work and other chores she has, she will become more involved in the program. If she feels the teachers and staff are meeting the expectations she has for the child care setting, she will be both secure in the knowledge of her child's well-being and be more willing to be a participating parent. Together staff and parents can make the child care experience a positive and enriching one. ■

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[1] The American Academy of Pediatrics, Inc., has recommended standards that allow children who are mildly ill to be given quiet space and supervision by the sitter, home, or center, rather than discharging them.

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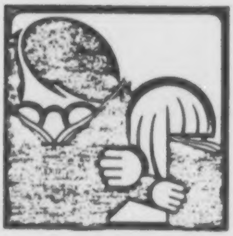

For the Professional

by PEGGY DALY PIZZO

RATIONALE FOR CHILD CARE SERVICES: PROGRAMS VS. POLITICS

by Stevanne Auerbach
with James Rivaldo
Human Sciences Press
New York, New York
1975, 211pp., $12.95

Why hasn't it happened? Why haven't we, as a nation, made sure that no American child is spending his/her days in an unhealthy, dulling child care arrangement—and that no American parent using child care is spending *his/her* days worried and unhappy about depending on unreliable, possibly risky and perhaps patronizing caregivers? What holds us back?

These are the kinds of questions that keep surfacing as one reads *Rationale for Child Care Services*, a recent publication by Stevanne Auerbach, with James Rivaldo. Dr. Auerbach, a reviewer of professional books for this magazine, was the Government Representative to the Forum on Developmental Child Care Services at the 1970 White House Conference on children. As such, she must have witnessed firsthand the optimistic emphasis which that Conference placed on the provision of developmental day care services. Indeed some of the Conference reports are reprinted in this volume. Six years later, Dr. Auerbach's experience in this and many other child care ventures have been put to good use in this publication.

Rationale for Child Care Services is an anthology—an intimate look at some of the best-heeded thinking—and some of the most influential thinkers—that have shaped the child care movement's quest for federal, state and local support. The book opens, appropriately enough, with a foreword from Senator Walter F. Mondale. Mary Dublin Keyserling, Therese Lansburgh, Gertrude Hoffman and William Pierce—all well

continued on page 44

For the Children

by SHIRLEY NEITLICH

FIONA'S BEE

by Beverly Keller
Illus. by Diane Paterson
Coward, McCann, $4.95

The easy reader format is used imaginatively and with great skill is this very original story, which will appeal to adults as well as children. Fiona, a shy little girl who, finding herself friendless in a new neighborhood, fills a dog's bowl with water, hoping to attract a dog—and his owner. As she mopes about wondering if she will ever meet anybody to play with, she thoughtfully rescues a bee who is about to drown in the bowl. With a damp bee firmly perched on her shoulder, she escorts him to a garden where he can eat and recover from his dip. En route the remarkable sight of girl and bee attracts the neighborhood children, and by the time the bee does fly away Fiona has a host of admiring new friends. This is a perceptive, humorous story about a familiar predicament, and though everyone cannot be lucky enough to sport a pet bee, children will get the message. Sunny pictures in bright yellow illustrate to perfection. A first-rate book.

ROTTEN RALPH

by Jack Gantos
Illus. by Nicole Rubel
Houghton Mifflin, $6.95

Ralph is quite frankly a rotten cat, most probably as rotten a cat as ever walked by himself. Rude and nasty, nothing is sacred to him. He chases birds, makes a shambles of the house with great regularity, and in general behaves in a socially unacceptable manner. At the circus he makes even more of a nuisance of himself than usual, and his fed-up family leaves him behind at the big top, where he is forced to

continued on page 45

known for their many activities on behalf of children—then proceed to build persuasive arguments for a prevention-oriented, diverse, publicly supported network of child care services. Mr. Pierce in particular emphasizes the view of quality child care as a right for all families, not a privilege to be purchased by some.

The rationale is well-presented; the cause is just; the children wait. Why then haven't we responded? It's a difficult time, 1976. It's a time for the asking of questions—questions like:

- How much do we really know about child care arrangements currently made by parents—the "Underground Child Care System"—and how parents feel about those arrangements?
- For that matter, how much do we know about the daily life experiences of working parents with small children?
- How carefully have we thought through the ways to develop child care models which are as finely tuned to a parent's needs as we've said they should be to children's needs?
- How much do we know about organizing public support—the swelling voice of public impatience and public demand that makes its way forcefully into the private rooms where funding priorities are negotiated?
- And finally, what does history tell us about why the making of public policy on behalf of "the best interests of the child" is so difficult in our society?

These are questions to which Dr. Auerbach's publication willingly opens itself. The chapter on "What Parents Want From Day Care," written from interviews and a survey of parents in the San Francisco Bay area, offers many insights into the stressful life of working mothers, especially single parents:

"I have to be at work at 8:00. That means I have to get up at 6:00, feed my daughter, get her and me ready and leave by a quarter to seven. We get to the center around 7:20, I drop Nancy off and rush to catch the bus to work. Usually I make it. I get off at 5:00 and the center closes at 5:30. A couple of times I was late and they warned me that they would have no choice but to give Nancy over to the police when they closed . . . ."

Nine out of ten mothers had "overwhelming problems" finding day care arrangements. Readers in search of a rationale for child care services would do well to listen carefully. The best, the most persuasive rationale for public support of a variety of child care services lies in the life histories of parents currently making child care arrangements.

As a model for meeting the diversity of family needs, Glen Ninmicht in "How to Plan for a Comprehensive Day Care System" comes close to suggesting the ideal: a toy-lending library built around courses and parents groups; a half-day program on the Head Start pattern; a full day care center; a group of family day care homes linked to the part-day center. *Almost* ideal. Linking a program like this up to a child care support/information/referral group such as the Child Care Switchboard in San Francisco, the Preschool Association of the West Side in New York City, or the Tompkins County Day Care and Child Development Council in Ithaca, New York, groups that are in turn closely linked to "informal" child care, would approach what I as a young parent would consider ideal.

What would it take to make such a dream come true? There are some directions suggested in other articles in this anthology. "Getting Support for Children's Programs" and "Getting Organized for Child Development Services," by Elizabeth Hass and Jule Sugarman, respectively, offer some very concrete advice to the reader.

But perhaps the most instructive chapters in this book are "A Brief History of Child Development in California" and "Historical Precedents for Day Care." Jeanada Nolan describes how, bit by bit, various successive pieces of legislation were passed in the state of California insuring the survival and expansion of child care after World War II. What I missed in this article, however, was the account of the long struggles of dedicated child advocates in California who pushed through these successive legislative actions.

Finally, one of the most thorough historical analyses that I have ever seen is offered by Dorothy Hewes in "Historical Precedents for Day Care." Dr. Hewes quite accurately describes child labor as a 19th-century solution to the child care problems of working parents. This is an excellent article. I would (somewhat impertinently) disagree with Dr. Hewes only on one point: my own recent reading in the area leads me to believe that child labor in America did not end at the beginning of the 20th century. Rather, it lingered on right into the Great Depression, extolled by industrialists since the founding of this nation as a virtuous way to keep children from idleness, and ended (for non-migrant children) only by *four decades* of *organized* advocacy efforts. Those of us who have been disappointed by the apparent fragility of those 1970 White House Conference ideals have much to learn—and much to do. *Rationale for Child Care Services*, the first in a four volume series which will comprise a comprehensive guide to child care, offers a provocative stimulus to both our reflection and our action.

CHOOSING CHILD CARE: A GUIDE FOR PARENTS

by Stevanne Auerbach
and Linda Freedman
Parents and Child Care Resources
San Francisco, California
1976, 77pp., $3.00

Choosing Child Care, by Stevanne Auerbach and Linda Freedman, is a valuable companion to the volume on rationale for child care. It is a guide rather unusual in its approach, in that it acknowledges the stresses on working mothers as they try to locate and settle into a child care arrangement. Particularly useful is the attention paid to the transition time for child and parent between a lifestyle mostly at home together to a lifestyle organized around child care. The specific information about a variety of alternatives—from sitters, family day care, day care centers, playgroups, part-day programs and co-ops is quite comprehensive. The checklists are an excellent resource to any parent, although I wish a little more detail had been given to evaluating safety in a child care setting. In the main, however, the authors have apparently listened well to parents in preparing this guide. I disagree with only one major emphasis—not just parents, but providers and policymakers too should read this publication.

Peggy Daly Pizzo is a day care consultant/writer and parent. She is the author of The Infant Day Care Debate, Operational Difficulties of Group Day Care and was formerly editor of Voice for Children.

Child Care: Where Do We Go from Here?

BY STEVANNE AUERBACH

Back in 1970, the four thousand delegates to the White House Conference on Children voted to promote expanded, comprehensive, quality child care service as the number one priority. Now, seven years later, we see that the stress placed on the importance of publicly supported child care as a service to all families has largely dissipated. Many excellent programs throughout the country continue to struggle merely to maintain their existence, and new programs lag far behind the most pressing needs. The increase of funds and resources necessary to improve and expand services has virtually come to a standstill. Policies at the federal and state levels have been confusing and inconsistent.

The massive legislation program to provide the much-needed services should have been approved and passed long ago. But two major setbacks—President Nixon's veto of the Comprehensive Child Care Act in 1971 and President Ford's veto of the Child and Family Services Act in 1976—demonstrated the federal government's lack of commitment to caring for the young and to providing support for parents.

The 1980 White House Conference on Children is just three years away, and in view of the seven years which blocked progress for new child care legislation, action before another such conference is needed more than ever. Perhaps supporters of child care services can take heart from the fact that Walter F. Mondale, cosponsor of the ill-fated Child and Family Services Act, is now Vice President. Previously, he did not have the sympathetic ear of a president concerned and committed to the improvement of conditions for the child and the family, although his continuing diligence kept attention on the problem. President Carter seems to be a more hopeful prospect.

In any event, we cannot relax our efforts to keep good existing services alive, provide new ones, and inform parents of what is available and what their choices are. We cannot afford to wait, since with every passing year hundreds of thousands of young children are missing out on what might have been the most significant single boost of their lives toward attaining their fullest potential.

In order to proceed in a purposeful direction, we need to have an image of what would be most desirable—a vision of the best possible future for child care services in America. We need to decide what kind of child care we want in this country, for whom it should be available, and how we are going to move toward the realization of this vision. This article provides one view—based on years of study and investigation, of what a positive future for child care services might look like.

Benefits to the Family

A comprehensive approach to a child care system would provide for children of a range of ages, from infant to school age. All families who need the services, from welfare and working families to parents who want to be free to attend school, volunteer, or use their services or time in other ways, would be eligible. They would pay based on a sliding scale of fees—which might range from free to $25 a week. The parents would participate in the program (beyond fees) in meaningful ways—and they would find their work or study less guilt-ridden and more productive.

The child care system would be responsive to the needs of the individual community. Flexible schedules, both full and part day, with educational experiences, opportunities for creativity and multicultural learning experiences would be available. Qualified staff of both sexes, well trained and tuned in to the language of the families being served, would have the necessary skills to meet the needs of the children. Materials appropriate to the growing and developing young child would be on hand. Indoor and outdoor play spaces with interesting and imaginative equipment would be built, as well as quiet areas. Parents would be encouraged to participate through evening meetings planned for right after work, with supper and care for their children provided simultaneously. We would also see handicapped children cared for in centers and homes by staff specifically trained to work with these children and understand their real potentials.

A good child care facility would have a child growth and development oriented philosophy, curriculum, and staff. A day care center would have a feeling of quality throughout the whole program, from the design and environment of the facility (inside and out) to the way the food is prepared and served (regular meals, snacks, opportunities to shop and cook), and including the ways and extent to which parents are involved. These same principles apply to a family day care home where a small number of children are involved.

It is important that day care facilities be of the highest possible quality. Children who are incarcerated in dingy surroundings, without adequate meals, rest, stimulating toys, health care, or someone to talk to in their native tongue, may be worse off than those whose mothers have to make do with a haphazard system of babysitters and other occasional companions.

Since the early years are the most crucial ones of the young person's life, we need to establish and perpetuate a quality-control system. This requires that we reexamine, redefine, and clarify the standards and licensing to which child care programs must conform. The standards set for child care must make sense in that they are reasonable, ensure safety, and are enforceable. We might institute licensing and quality control through a public ombudsman in every community. We could prepare trained and well-respected individuals to inspect child care centers and homes as quality-control experts, much as the Environmental Protection Agency does for air and water.

Networks

With the continuing involvement of parents in the planning and operation of child care facilities, active and concerned parent groups would emerge. Their functions should be to assist each other and the staff with the program and to share with each other and available specialists [illegible] nature of the role and stresses of parenthood. Networks of family day care homes and centers could provide comfortable alternatives to families seeking a form of care that is compatible with their children's daily needs.

Perhaps we would also see an integration and interconnection of the professional groups so essential for greater progress in the area of children's services. Optimally, improved communication would take place among educators, psychologists, social workers, medical personnel, and others—professionals who can put aside their separate self-interests and look toward ways to enhance cooperative efforts in support of children and families.

Eventually we might see networks established among centers and homes in order to bring many additional advantages. One of these advantages would be to provide services to sick or handicapped children; another would be to encourage age mixes, such as older citizens and young children, for maximum opportunities for mutual understanding and experiencing so important for both. We need to examine ways to permit children of different ages from the same family to attend the same center or care home. Also, we need to seek ways to link up—in addition to homes and centers—schools and playgrounds, community centers, libraries, and community resources. Perhaps minibuses for children could operate continuously all day, taking children from school directly to recreation centers and to other places of interest around their community. Adults would be located in each of these places to supervise and provide any needed information or resources.

We need to develop a consortium of professional staff people who can work together to create an Office of Children's Services in every city and in every county. Such a bureau would coordinate child care efforts and work to find new ways for parents and professionals to communicate with each other and mutually support their common efforts. If we provided more part-time employment or shared jobs for teachers, these professionals could spend more time with children and with other professionals interested in child care.

There is a natural link between schools and child care services. Every high school should have an infant and preschool program so that high school students can have the opportunity to learn about young children. (Some high schools already are doing this.) Such a program could also provide for young women who do not want to lose their educational progress if they became pregnant prior to graduation. Space for day care programs in public schools will become increasingly available as the school-age population declines.

I foresee part-day programs such as Head Start and other public or private nursery programs as an integral part of the child care network. A large center, for example, could offer a specific educational program three hours a day, after which the children would go to a nearby family day care home for the balance of the day for additional play, supervision, and rest. With such an arrangement, everyone benefits. The child receives educational, social, and physical care and opportunities; the parents can attend school or work; the teachers can plan for the best use of their time; and the family day care provider is brought into the system through training and other support services.

Although at this time we lack an adequate national system of developmental child care services, many local efforts have been enormously successful. Children and families have benefited from the many programs developed and sponsored by church groups, parent cooperatives, community organizations, and small non-profit centers. The ultimate challenge is to sustain the progress made

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by these efforts, the insights and experience gained, and to build upon the models and resolve the unmet needs. To do this we need to establish communication links between different types of facilities.

We also need to provide greater opportunities for parents to talk informally, share their experiences, and gain needed information. A switchboard-type service is of enormous benefit to those new to an area, or to those who require assistance in an emergency or when centers might be closed. Such services can provide an immediate response when there is parental tension or stress, and can assist with referrals to other kinds of special services for children.

Attitudes toward Child Care

The blueprints for sound, comprehensive child care systems have been available for some time and may become a reality in the near future. The extent to which they are implemented will depend in large measure on the prevailing attitudes across the nation—attitudes that can be shaped with increased dissemination of accurate information about child care.

First, child care must be reassessed as an important educational opportunity. Instead of being considered a preparation for school, it could be seen as an ongoing intellectual and social opportunity in itself. Preschool children are ready to learn, and day care *combined* with school can vastly enrich the total educational experience.

Second, child care must be viewed as a supportive service to the family. Parents greatly benefit from a respite from their children and gain new insights and understandings about them from other adults and from observing other children. Freed from the confining demands of uninterrupted child rearing, parents can take a longer view of their families' needs and provide for them more adequately. They will be less likely to depend on welfare and more likely to serve as positive role models. Instead of separating parents from their children, good child care systems—the kind that encourage and depend on parent participation—will give parents an opportunity to take an active role in shaping their children's development.

According to a statement presented at the 1970 White House Conference: "Because the primary need for child care is to help functioning families lead more satisfying lives, and not to replace families, services which are not responsive to the variety of family needs will not be adequate. We must understand the process by which families choose a particular child care arrangement. In general, they are looking for supplementary care that is flexible in hours, reasonable in cost, convenient in location, and often last, dependable in quality. The challenge we face is to develop a system of services with at least three effects: making parents more aware of quality in child care programs; assisting parents in maintaining their parental responsibilities, and delivering good care to all children, regardless of the specific arrangement." ("Report of Forum 17, 1970 White House Conference on Children," in *Rationale for Child Care Services: Programs vs. Politics*, edited by Stevanne Auerbach with James A. Rivaldo [New York: Human Sciences Press, 1975], p. 161.)

Third, child care must be viewed as a natural extension of the home, offering flexibility and a wide variety of choices for the child. Children who are provided with real choices can progress happily during the day from active to passive activities and from indoor to outdoor ones. They might learn to cook, to help with cleanup, to listen to music, and to interact comfortably with other children.

We need to discover more balance between informal and formal instruction and between structured and alternative lifestyles, and see the relative values within each. Another need is for more bilingual and multilingual programs. English-speaking children could learn languages of other children at an early age—when it is a simpler task than at later ages—and children who speak foreign languages could have greater opportunities to learn English and maintain their own languages and cultures.

Finally, child care must be understood to be a cost-effective program: although it does cost money, the returns are more than equal to the expenditure. The income earned by a parent who is free to work helps the economy. The child gains important experiences essential for growth and independence and is not so likely to be a social problem as is a neglected child. Funds spent on quality child care services are, by any standards, an excellent investment.

Raising the funds, of course, is an ongoing problem. Perhaps new legislation will provide some consistent support for child care. A successful funding formula might be a ratio of 75% federal, 15-20% state, and 5-10% local. Tax incentives or matching grants are also needed to encourage local businesses to provide various forms of direct and indirect financial support for child care in their communities. But we cannot just wait for new legislation to happen: we will have to do some lobbying and conduct innovative public-relations efforts in order to bring the problem to the forefront of public consciousness.

Today more than ever, child care is needed by working families. The lack of broad support for day care programs and the continuation of the welfare stigma for eligibility clearly hinder the availability of expanded and improved child care. As a result, many children who would otherwise benefit from a healthy, exciting, and supportive environment are hidden away in empty apartments. Day care added to services now available could make a real difference to the families who need or want to work.

What we must do is make a genuine and humanistic contribution to the world of infants and children in America. All of us together must think through seriously where we are, where we want to be, and what kind of world we want for the future. Legislation alone, while urgently needed, will not provide sound policy and programs. That is up to us—parents, professionals, and others interested in the well-being of tomorrow's adults. ■

Family Day Care

An Education and Support System
Model Developed by Cooperative
Extension of New York State

FAMILY DAY CARE:
An Education and Support System Model Developed by Cooperative Extension New York State

By
Natalie D. Crowe
Barbara A. Pine

An Extension publication of the
New York State College of Human Ecology
A Statutory College of the State University
Cornell University, Ithaca, New York

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TABLE OF CONTENTS

Preface

Definitions

Introduction

Part I The Pilot Program
- The Storefront Resource Center - Its Beginning
- A Visit to the Storefront
- Weekly Educational Programs
  - Workshops and Meetings
  - Trips
- Summer Programs
- Loan Closet
- Outreach Efforts
  - Teen Aide Program
  - Newsletter
- Department of Social Services Involvement in Certificate Course
- Working with Parents
- Program Advisory Committee
- Staff Training
- Student Involvement
- Attracting Program Participants

Part II Outcomes and Accomplishments
- Measurements of Community Use
- Improved Self Concept
- Leadership Development
- Other Opportunities for Family Day Care Parents
- Future Directions
- Formal Evaluation

Part III Resources for Developing Similar Programs
- Assessing Community Needs and Resources
- Family Day Care Program Components
- A Worksheet to Assist in Inventory of Resources, Alternatives
- Content of Weekly Program
- Certificate Training Course
- Some Helpful Reference Materials
- Children's Books
- References

PREFACE

This publication describes a multifaceted community based educational and support program for family day care The program components include a community based resource center for family day care providers, a meeting place where they can share ideas and experiences daily Weekly informal educational programs for the adults and activities planned for the children, as well as an eight week certificate course take place at the Resource Center Teen Aides receive training which enables them to work with children in family day care homes Supports to family day care include an equipment loan service, a "matchmaking" referral service, linkage to the community human services network, and a monthly newsletter A community based advisory committee determines program direction

Developed over the past three years with family day care providers, this pilot effort has been supported primarily by special needs funds from Extension Service-USDA Other support came from the New York State College of Human Ecology, New York State Cooperative Extension, Cornell University, Cornell Institute for Career Education, the State of New York, New York State Department of Social Services, Nassau County Cooperative Extension Association, Nassau County Senior Community Services Project, Nassau County Department of Social Services, Day Care Council of Nassau County, Nassau County Neighborhood Youth Corps, USDA Summer lunch program in the Town of Hempstead Primary support for years four and five is from the Carnegie Corporation of New York

This publication is addressed to people interested in developing an educational and support program in family day care They may include

- Cooperative Extension specialists and agents with human resources programming responsibilities for adults and youth
- social workers and community outreach workers in human services and child caring agencies
- child care and staff development training officers in social services/welfare departments
- child care councils concerned with family day care as a viable child care option for families
- family day care providers associations
- community colleges, colleges and universities whose faculties guide students preparing for the child caring and human services professions

The publication's purpose is to help generate ideas and stimulate support for family day care in communities and to provide some practical information learned in the pilot program It is also a resource to people who have made requests for information about the program The last section is a workbook to aid people when they assess needs and determine resources needed to develop a family day care program similar to that described in this publication either in whole or in part

The program is designed for anyone who cares for children in a home situation, whether the care givers have received a license or their homes have received certification, whether the children are publically subsidized, or whether their families have made private arrangements with a family day care provider

Throughout this report the following terms are used interchangeably:

family day care provider
care giver
family day care parent
family day care mother

A definition of terms is on page iv

A slide script/cassette program, *Learning With Love: Family Day Care*, is a visual presentation of the program, available from Visual Communications Office, 412 Roberts Hall, Cornell University, Ithaca, New York 14853 A comprehensive report, *Family Day Care, A Cooperative*

Extension Pilot Program, has been distributed nationwide to libraries in the Land Grant College system and to Cooperative Extension Family Life Specialists in each state.

Natalie D. Crowe, Associate Professor and Program Coordinator, New York State Cooperative Extension

Barbara A. Pine, Cooperative Extension Specialist: Family Day Care and Program Director

DEFINITIONS*

Family Day Care - day care of a child in the home of another family including before and after school care.

Family Day Care Parent - someone who takes care of other people's children. That care is provided in the day care parent's own home for fewer than 24 hours a day. Family day care parents are sometimes called family day care providers, day care mothers, teacher mothers or, less frequently, babysitters.

Licensed Family Day Care Home - a private enterprise offering family day care with a permit or license to do so from New York State Department of Social Services. A license is necessary by law when "day care is provided for 3 or more children away from their own homes for less than 24 hours per day in a family home which is operated for such purpose, for compensation or otherwise, for more than 5 hours per week."*

In New York State, there may be no more than six children, including the care giver's own, in the home and fewer if infants and toddlers are cared for.

The family day care parent works independently recruiting children for care, setting fees, etc.

Authorized Child Care Agency - This is any social agency, private or public which operates a child care program and is authorized to do so by the New York State Department of Social Services. This includes local county Departments of Social Services who provide child care services. Authorized agencies are required to adhere to State rules and regulations.

Certified Family Day Care Home - a family day care home which is affiliated with an authorized child care agency and is certified or approved to provide family day care by that agency which also provides supervision and referrals of children. Thus, the license to operate is granted by the local agency.

"Illegal" Family Day Care Home - when care is provided for 3 or more children and the home is not licensed, or where more than 6 children under 14 years old are cared for. Note that a family day care parent caring for only two children including her own would *not* be considered illegal.

Subsidized Family Day Care - when an authorized child care agency such as a local Department of Social Services places children in a family day care home, the agency usually pays for all or part of that care.

Private Family Day Care - a parent whose income is too high to qualify for financial help in paying for day care, makes private arrangements to pay a family day care parent. Parents who have to pay the full cost of family day care are often given no assistance in finding family day care homes and are sometimes excluded from using certified family day care homes.

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*Definitions are based on the rules and regulations of the New York State Department of Social Services for Family Day Care.

INTRODUCTION

There is increasing evidence that very early experiences have an important effect on the growth and development of human beings. Beginning in infancy, children are heavily influenced by their environment.

The critical period in child development, according to Burton White, Director of the Harvard Laboratory for Human Development, begins at about the age of seven or eight months. By the age of three, children should have acquired the ability to understand most of the language they will use in ordinary conversation throughout their lives. They also have adopted their social styles, including the way they will relate to other children and to adults. By age three, the basic shaping of the child is usually accomplished. When both parents work outside the home and with increasing numbers of single parent families, more parents are sharing the very important early years in their children's lives with surrogate parents. Sometimes the surrogate parents are professionals in child care centers, but more frequently they are family day care providers. A 1973 publication of the U.S. Department of Health, Education and Welfare states, "It is estimated that over 91 percent of all day care services in the United States takes place in private home settings commonly referred to as family day care homes." Family day care is the oldest form of non-parental out-of-home child care in our society. It is the most widespread and it is growing as the demand for child care grows.

Some of the reasons parents give for their preference for family day care are that it is most like the care the parent would give at home and it offers more personal attention. The day care home is usually located in the parent's neighborhood. There is flexibility in hours to accommodate shift workers, commuters' hours, before and after care of school-aged children. Several small children in one family including infants, toddlers and school-aged children can be cared for in one home. Frequently care is available for the slightly ill child.

Over six million children under six years of age are in need of child care. There is little data on the number of school-aged children who need before and after school care; one estimate is 14 million. Just over one million children are cared for in day care centers and family day care homes that are licensed or approved. Where are the rest of the children? Many, of school age, come home to empty houses or are just "out" after school. Many are in family day care homes that have not been licensed or approved and where care givers have no educational or support system.

Quality child care in a family day care home means a care-giving environment that ensures that the child's physical needs are met; that the child's sense of belonging to the family of origin is not weakened by the family day care experience; that the child has opportunities to develop relationships of trust and attachment to a small number of familiar adults responsible for his or her own care; that suitable opportunities are available for spontaneous pleasurable learning experiences fostering the growth of the child's developing competencies. The best family day care setting approximates a good natural home. The qualities most parents like to see nurtured in their children are the same whether the child is at home or in a family day care setting.

Care givers try to care for children the way parents want them cared for. Days are long. In suburban communities, most workers commute for at least an hour to and from work. This means that some children are brought to the care giver's home as early as six in the morning — right out of bed. In fact, some children complete their night's sleep at the care giver's home. Then, it's breakfast for the care giver's family and the day care children who may arrive over a period of two hours. Some school-aged children may come for a while before the school bus picks them up and return after school. Children are in the day care home until parents come for them — sometimes on time, sometimes late. Holidays are usually workdays in family day care. Most family day care providers do not have the benefit of paid holidays, vacations, sick days.

Usually there is a play area in the home where independent play can take place under the supervision of the care giver while she tends to meal preparation and household necessities. The entire home can be an environment for learning as the child "helps." Concepts of size, shape and color can be learned as pots and pans are stacked and disassembled. Empty, clean, food containers with no sharp edges can be nested. Concepts of hot, cold, turning on and off, cleanliness, wet and dry can be learned from hand washing before eating. Language develops as the care giver talks with the child.

Some children may be served two or three meals and two snacks during the time they are at the care giver's home. Depending on the age and need of the child, one or two naps are taken. Some care givers prefer to have children near in age, while others find that with a wider age range, children learn from each other. Usually children play outdoors part of the time.

Most family day care providers have some toys and play equipment for the children, but they must purchase these items themselves. Some ask parents to provide equipment or to provide food for snacks or meals. There is no allowance for play equipment, consumable supplies or food.[1] The average range of payment to family day care providers is twenty to twenty-five dollars a week in New York State.

The pilot program described in this report was prompted by a conviction that family day care providers are very important people in the lives of young children and their families. It attempts to build on the strengths of family day care.

The role of Cooperative Extension in this pilot program is that of a friend, ally and supporter of family day care providers, an educator, a resource, a linker of isolated care givers to each other and to the community human services network, a broker between care givers and families seeking child care, a parent educator.

The basic concept upon which the program was developed is the Extension philosophy of starting with the people where they are and involving them in determining their needs and program goals. Cooperative Extension is a facilitator of learning as well as a teacher and resource. The focus of the program is the family day care provider as a learner, as a person who has much to share with other care givers and from whom there is much to learn.

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[1] New York City rates may differ; a food and equipment allowance may be provided.

Part I.
THE PILOT PROGRAM

The Storefront Resource Center—Its Beginning

The program is located in Nassau County, a large suburban county on Long Island, adjacent to New York City. Nearly 1,500,000 people live within its 274 square mile area. Because the county is large, a target area was chosen which included the villages of Roosevelt, Freeport, and Uniondale. There are 7000 children five years of age or under and an additional 20 thousand children aged 6-18 in these three communities. A high percentage of the population receives public assistance, mostly aid to dependent children. The number of working mothers exceeds the national average.

When the program began in 1972, approximately 450 children in the target area were being cared for in a variety of group settings. There were 141 county family day care homes certified by the county Department of Social Services, 34 of which were in the target area. Many children were being cared for through private arrangements with neighbors, friends and relatives.

In order to reach these care givers, a storefront was rented on the main street in Roosevelt. With the help of the Nassau County Cooperative Extension staff and friends, the storefront was scrubbed, curtains were made and toys, books, furniture and equipment were collected. The program director recruited a program aide and a senior citizen aide from the community to help staff the resource center each day from 10-3:30 p.m. As the program expanded, another aide was added.

Except for the relatively few certified care givers in the community, no one seemed to know who was taking care of children. Therefore invitations to visit the center were sent home with kindergarten, first and second grade children. The program staff posted the invitation on community bulletin boards, provided stuffers for supermarket grocery bags, supplied Expanded Food and Nutrition Education Program aides and other Cooperative Extension personnel with invitations to extend to their contacts in the neighborhood. And people came.

A Visit To The Storefront

The storefront resource center gives visibility to the program; it is one way of reaching out to unknown care givers. A sign in the window invites ANYONE who takes care of children to stop in with the children.

The cheery playroom immediately attracts the children. It is lined with shelves of toys, books, plants, sprouting seeds, sea snails edging along the side of their glass house. There is a staff member to read a story or invite participation in an activity appropriate to the children's interests. There is a senior aide to hold, cuddle and rock a baby or guide a toddler safely to balls or blocks. This frees the care givers to talk with the program staff, other family day care providers or to attend an educational program in the meeting room at the rear of the storefront.

A log is kept of who comes to the storefront resource center, with whom, and the reason for their visit. This log is a valuable record in evaluating the program.

When family day care mothers visit the resource center, they are happy to talk with each other and to talk with someone who is interested in them and in the children they are caring for. They are often alone with up to six children for ten to twelve hours a day. They need and want to interact with other adults, to find out what they do, what they feed the children, how they handle problems, how they manage their time and the demands of their own families as well as the children they care for, how they relate to parents — all sorts of questions are asked and common concerns shared.

Weekly Educational Programs

Workshops are held every Wednesday at the storefront. For the first few months handwritten invitations to the workshops were sent to people who had visited the resource center. They were encouraged to bring other care givers with them. As family day care providers came to know the staff and program, the mailing list grew. The monthly calendar and announcements of the program were sent in penalty privilege envelopes.

Workshops and Meetings

The weekly educational program is a two-hour training session that may be led by staff, a family day care parent, or community resource persons from various divisions in the health department, police and fire departments, American Red Cross, consumer agencies, day care center directors and early childhood education specialists, from Cornell and nearby colleges and universities.

Monthly calendars of activities are planned four times a year by the advisory committee to insure that the educational program meets the needs of family day care providers as they perceive them. The informal curriculum is planned to respond to concerns, issues and needs, and to increase knowledge and skills. Subjects cover a wide range of child development and human relations topics; those identified recently have shown a growing sophistication and professionalism. Most sessions are planned as separate entities, although topics are often expanded in later sessions. Much collateral learning takes place during the weekly educational sessions.

Experiential learning is preferred by family day care providers: workshops, discussions, short audiovisual presentations to spark interaction, teaching each other skills, role playing. Many of the weekly programs help to link care givers to the community human services network. Workshop leaders representing the broad spectrum of educational and service agencies teach in their area of expertise, learn about family day care and share information with the family day care parents about how the resources of their organization can serve family day care.

The focus is on the family day care provider as a learner who is involved in identifying, planning, and implementing the learning experience. The program director and staff are resource people who provide the environment for and facilitate learning. They may themselves teach, bring other teachers or resource people to the group, or facilitate sharing of the wealth of knowledge that exists among family day care providers themselves.

Trips

Organized trips are an important part of an informal educational program. Places to visit include the firehouse, library, farm, the local park, or a museum. Many free parks offer a variety of facilities: bicycle paths, swimming pools, creative playgrounds, demonstration gardens, children's theater and miniature train rides.

In addition to the learning experiences that these trips provide, everyone has a good time. A family day care parent who had been reluctant to attempt a trip on her own with six children gets a willing, helping hand from another care giver or a member of the program staff. Admission rates are reduced or free for school groups. In the friendly, relaxed environment that is characteristic of all program activities, friendships are formed, good feelings are fostered. And the care givers will often get together with each other and return to places visited or they will explore new places of interest and share their discoveries with each other and the staff.

In Nassau County the police bus is sometimes available free of charge; sometimes a school bus is rented. For local trips, family day care parents are helped to organize car pools. Longer trips are usually planned for school holidays or during the summer to include the school-aged children. Sometimes family day care fathers or parents of children in family day care go along. When bus transportation is provided for a trip, day care parents call a week prior to the date of the trip and reserve space for themselves and their children. Reservations are made on a first-come, first-serve basis and on that day the phone usually begins to ring as we are unlocking the resource center door! Parents of day care children must sign permission slips, which the care giver brings to the center on the day of the trip.

Summer Programs

In the summer, school-aged children are in family day care full-time. Care givers often have six children in their homes. Limited size and lack of an adequate cooling system at the pilot program resource center make the use of outdoor facilities necessary. Resource people are invited to lead workshops at the parks. These include sessions on music, nature activities, and parent-made learning materials.

The pilot program has participated in the USDA Free Summer Lunch Program for three years. For eight weeks during the summer, 264 lunches are delivered daily to the resource center. Day care parents, on rotating schedules, help the program staff assemble and distribute the lunches to 40 care givers participating in the program. On the day of a picnic, lunches are distributed at the park rather than at the resource center. Care givers not participating in the lunch program pack their own lunches; snacks and beverages are planned for all the picnickers.

Loan Closet

It is difficult for family day care providers to afford the equipment necessary for a day care home. Strollers, high chairs, playpens and even cribs are essential in the care of infants and toddlers. The loan closet at the resource center helps meet some of these needs. Day care parents can borrow games, books and small toys that have been donated or purchased at garage sales and thrift shops. The items are loaned at no cost; the care giver is only asked to return them as soon as they are no longer needed.

When something is borrowed, a card is attached to the family day care provider's card in the program participant file. If an item is not returned after three months, staff calls the care giver to see if it is still in use. Often, equipment travels directly to another care provider without returning to the loan closet.

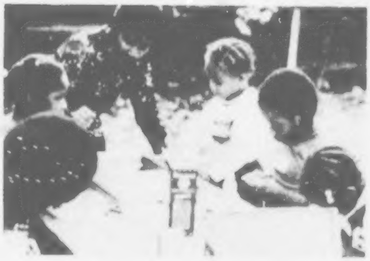
Caseworkers from the Department of Social Services frequently use the loan closet to assist newly certified family day care parents or those who are unable to travel to the resource center.

Outreach Efforts

Teen-Aide Program

The Teen-Aide Program is an effort to reach family day care givers who cannot attend weekly programs on a regular basis. Recruited from the local community, three teen-aides work as program staff members after school and during summers. They have a combined experience of training in child development and working directly with children in day care homes. Using resources available at the storefront, teen-aides plan activities for a variety of ages. Their home visits are scheduled at the family day care parents' request.

Although conceived of as a relief for day care mothers, the mothers want to participate. The teen-aide visits are a source of new ideas for day care mothers and are a reinforcement of the regular educational program. In addition to the obvious value



of this aspect of the program, the teen-aides provide a model for teens in the family day care homes and the community in working with young children.

The teen-aides report in writing and evaluate each experience as they attempt to improve the quality of their program and increase their knowledge of children. Their reports are discussed at their training sessions with the program staff. Because the function of program staff is defined as educational and support to family day care, rather than regulation or service, the staff visit homes only when invited by the family day care provider. Thus, they will not be confused with a caseworker.

Newsletter

Most of the regular program participants live within fifteen miles of the resource center, though care givers who live at a great distance visit the program occasionally. To reach these care givers and to provide a vehicle for communication among family day care providers and some parents, the staff prepares a monthly newsletter.

The newsletter is published monthly and is one way of keeping in touch with over 500 care givers in the county. Day care parents and parents are encouraged to contribute articles [illegible] ideas to the newsletter. Format includes a report, usually with pictures, on a special family day care event or program at the resource center, an article on some aspect of child development, a section on tested recipes to help in planning meals for family day care children or ideas for cooking with children and an idea for learning activities.

Department of Social Services Involvement in Certificate Course

In cooperation with the Nassau County Department of Social Services, a 16-hour certificate training course is offered. Planned by a committee of family day care mothers and staff from the Department of Social Services and the Cooperative Extension Family Day Care program staff, the course is modeled on the approach to educational programs developed at the resource center. The 8-week course is open to anyone caring for children in a home situation and is offered at two sites, including the resource center. One hundred twenty-five care givers have completed the course and received their certificates at special ceremonies.

Working with Parents

The resource center provides a referral service to parents who want a home setting for child care. Staff explain how the program works and our role in the referral. Information about needs in the care arrangement, details about the children needing care, and other essential information is noted on a referral form.

During the interview, staff assists the parent in determining his or her needs as well as those of the children. Families eligible for subsidized child care are referred to the Department of Social Services. An attempt is made to match the parent with at least two care givers who have requested referrals. The care givers are notified of the parent's interest and if they agree, the parent is given names and phone numbers. The fee is determined by the parent and the care provider based upon the number of hours care will be provided.

Program Advisory Committee

The program advisory committee is one way of insuring that the program meets the need of participants and promotes community support and understanding.

At first the pilot program's program adivsory committee was composed of seven interested family day care mothers, a parent using family day care and a community resident employed as an assistant to the director in the New York City Family Day Care Careers Program who had had experience working with advisory groups. The committee helped with program planning, interviewing, and selecting the program aide and choosing representatives to accompany the program specialist when there was an invitation to present the program to various groups.

A formal Board of Directors, with 20 members, is being formed to replace the original committee. Its members will represent a wider range of interests in the community and will include those presently on the advisory committee. A set of guidelines for operation of the board, membership and functions will be developed.

Staff Training

Regular inservice training for staff is prepared by the program director. Much of the staff training is planned around developmental activities and ways of relating to children. When working with children visiting the Resource Center with care givers, the staff models and thus teaches ways of coping with behaviors and activities that may be helpful as care givers plan for children of different ages. Other staff inservice instruction relates to community organization, the formal human and child care services networks and developing social service skills.

Student Involvement

The pilot program was designed to permit involvement of college students who want experience in the field.

Field experience is planned jointly by the student, faculty and pilot program director to meet the objectives of all participants. Day-to-day supervision and professional feedback are provided by the pilot program director. Students report progress against the objectives planned.

Two students worked in the exploratory phase before the pilot program was funded; three students have participated during the first three years. A student in Human Development and Family Studies was teamed with a teen-aide in the first teen-aide visits to family day care homes. A Communication Arts student helped design a leaflet explaining the program and assisted with the newsletter. A student in Community Service Education spent the summer and a fall semester studying the delivery of social services to family day care. She developed a comprehensive calendar of summer recreation programs offered in the county.

Attracting Program Participants

New program participants are attracted in several ways. Because the program is so visible in the community, many people find *us*. This is especially true of unlicensed care providers who are not in contact with any type of child care agency. Care givers tell each other about the program, often inviting to a workshop a friend who then becomes involved in the program.

When Department of Social Services caseworkers certify new homes in the community, they describe the pilot program and urge the care giver to visit the resource center. The Department also sends a list of newly certified homes to the program staff so that these care givers can be added to our mailing list. All receive the monthly newsletters, and those care givers in the communities directly served by the storefront receive a monthly calendar of events and weekly flyers as well.

Part II.
OUTCOMES AND ACCOMPLISHMENTS

Measurements of Community Use

In the first three years, well over 300 care givers have participated in programs at the resource center; over 4,000 visits by family day care providers, each accompanied by an average of three children, have been recorded.

There have been over 200 visits each month to the resource center by people other than family day care providers. These include parents wanting information or referral services, community service agencies and interested community residents. Visitors have come from other areas of New York State and from other states.

Improved Self Concept

The self concept of the family day care provider improves when the care giver and the community begin to understand and value the importance of the care giver's role. As feelings of self worth and worth of the role are realized, the quality of child care improves. There is concern not only with routine care, health and safety, but also concern for the child's total development, including the relationship with the child's family.

Quotations from care givers who have participated in the program give evidence of feelings of self worth.

Day Care Mother #1: "I think the program has given the day care mother a status of professionalism. It's not just as a baby-sitter that people refer to us. It has given us a place to meet and air some of our views and problems. . . . I felt isolated before I got involved with the storefront. Now I feel a part of the organization. . . . I feel that I'm a part of something better than just a baby-sitter, let's put it that way. It has given me a sense of significance."

Day Care Mother #2: "I feel that since becoming affiliated with the resource center, I have been more aware of the facilities available in the community for day care mothers. It has made me more aware of the concept of being a better day care mother. You're able to feel at ease. You know more people, and I feel that being associated with the group has made it possible to feel more at ease in doing my job and because I'm aware that there is a place to go in case I need more help."

Day Care Mother #3: "When someone asked me what I do I say, 'I'm employed by the Nassau County Department of Social Services. I'm now a certified day care mother.' . . . There's a feeling you have when something becomes important for you."

Leadership Development

Family day care parents have been involved in decision-making throughout the development of the pilot program. Because of this involvement, leadership abilities have emerged as the program advisory committee grew from an informal group to a formal board with responsibilities and group support. People on the program advisory committee became leaders in organizing the county family day care providers association.

Other Opportunities for Family Day Care Parents

The Day Care Council of Nassau County has supported or initiated many efforts to reach family day care providers and draw them into the formal network of child care. Two serve on the council's board of directors. Through the council's efforts, family day care parents were included in a free three credit child development course offered to child care workers by a local university. Four family day care mothers completed the course with child care center staff.

Another university, SUNY at Farmingdale, provided eight weeks of advanced training in early childhood education to 40 family day care parents who had completed the eight-week certificate training course. This was a prerequisite to a 3-credit course in early childhood education in which over 50 family day care mothers are presently enrolled.

Future Directions

By the end of year five, the pilot program should be self-sustaining, built into the ongoing programs of County Cooperative Extension, Department of Social Services and the county's human service and child care network.

In year four, the program is on target: the Nassau County Family Day Care Association is organized and functioning; Nassau County Cooperative Extension Association has committed substantial staff time to family day care as has the Department of Social Services. Community agencies make regular input. Years four and five are being funded by the Carnegie Corporation of New York.

Formal Evaluation

A formal evaluation of the program was conducted by an independent evaluator early in 1975 in accordance with the multi-level approach of Claude Bennett, Extension Service-USDA.

To measure knowledge gain, a 15 item pre- and post-test was designed by the evaluator. It was tested with two groups of family day care mothers before being used with family day care mothers enrolled in the third certificate training course. Participants showed a statistically significant improvement in their scores at the .05 level.

In-depth interviews were made with a representative sample of family day care givers who participated in the pilot program and to a control group of family day care givers. There was a significant difference on two dimensions in response between the program and the control groups.

The questionnaires developed in the pilot program are available for further testing, refinement and use by replicators. The comprehensive report, *Family Day Care: A Cooperative Extension Pilot Program*, contains the complete evaluation and instruments used.

The in-depth interviews revealed the following:

Family day care provides care in a family environment usually in intact families. The average care giver in the sample who had participated in the pilot program was in her thirties, had graduated from high school and had 2.7 children of her own. She had been in family day care for 4.8 years and had been a resident of Nassau County for 41 percent of her life. She had an average of two or three day care children in her home. The occupation of the major wage earner was on the level of skilled manual employees. The average care giver in the control group in a nearby county was older and somewhat less well educated than the program participants. She had a low income based on the occupation of the main wage earner in the household. Family day care providers in both the program and the control groups indicated a high degree of job satisfaction.

Some of the observable results are that family day care mothers, when involved in developing their own program and when offered particular resources, respond positively. They come to educational meetings and social events. They learn. They get to know other day care mothers, and become less isolated. They become more aware of how common the occupation is in the county. They perceive their jobs as more than just "baby-sitting."

Part III
RESOURCES FOR DEVELOPING SIMILAR PROGRAMS

This section of the report is intended to assist people interested in replicating the pilot program in whole or in part. For further information a comprehensive report has been prepared and is available from:

Barbara A. Pine
Cooperative Extension Specialist, Family Day Care
300 Hempstead Turnpike
West Hempstead, New York 11552

Copies have been placed by Extension Service USDA in libraries in the Land-Grant College system, in offices of Cooperative Extension Directors, State Leaders and Family Life Specialists.

An 80 slide, script, cassette program with a discussion guide tells the program story. It may be purchased for thirty-two dollars ($32) or rented by states east of the Mississippi at five dollars ($5) for two days. Please specify if request is for rent or sale. Order from:

Learning With Love: Family Day Care
Visual Communication Office
412 Roberts Hall
Cornell University
Ithaca, New York 14853

Requests for further information, for program presentations or on-site training may be made to Barbara A. Pine.

The resources contained in this section include:

1. An Approach to Assessing Community Needs and Resources
2. Family Day Care Pilot Program Components
3. A Worksheet to Assist in an Inventory of Resources and Alternatives
4. Content of the Weekly Educational Program and Resource Person Over Three Years
5. Certificate Course Outline and List of Class Materials Distributed
6. Some Helpful Reference Materials Used in the Pilot Program
7. Children's Books Loaned to Care Givers

1. Assessing Your Community Needs and Resources

The following list of questions is designed to assist people developing similar programs in determining the situation in the community and the need for child care services. Sources of this information may be U. S. Census data, labor and employment service data, annual school district census, State and County Department of Social Services (or welfare), State and County Departments of Education and Health, representatives to the State Legislature, child caring organizations and agencies, community leaders.

1. What is your community like?
    - rural - urban - suburban
    - size
    - population - density and distribution
    - transportation
    - dwelling types
2. What is the need for child care services?
    - number of working parents
    - number of preschool children
    - number of school-age children
    - areas of residence
    - hours of work
    - location and hours of schools
    - main employers
        - one
        - several
        - many
3. Is there an organized child care agency such as a Day Care Council or 4-C group in your community?
4. Are there federal, state or local regulations governing the provision of child care?
    - for group care
    - for family day care
    - for group family day care homes
5. Is there publicly subsidized child care in your community?
    - administered by whom
    - who is eligible
6. What child care options are available to working parents in your community?
    - private non-profit day care centers
    - private profit day care centers
    - Head Start
    - licensed certified or registered family day care homes
    - unlicensed or private family day care homes
    - group family day care homes
    - private nursery schools
    - after-school group programs
    - pre-kindergarten

7. Is every parent who wants or needs quality child care able to obtain it?
8. Is there an information and referral system for parents seeking child care?
9. What are the service agencies and community resources available?
    - educational agencies
    - universities and colleges
    - medical resources
    - recreational facilities
10. How widespread and strong is community interest in child care?
    - In developing support for family day care?
    - What can you do—if you care about children?

2. Family Day Care Pilot Program Components

Operating out of a highly visible storefront resource center, this successful multi-faceted program has been developed with family day care providers. The program has been aided by the Department of Social Services staff, the Day Care Council of Nassau County, and other community services agencies. Elements of the program are:

- maintenance of a community based resource center for family day care providers
- providing a meeting place for family day care parents to share ideas and experiences daily
- cooperating with the Nassau County Department of Social Services to offer a 16-hour Certificate Training Course to family day care parents
- conducting an informal educational program planned with family day care parents—including meetings, workshops and trips to community resources
- offering planned activities for children while care providers attend training
- cooperating with the Day Care Council of Nassau County to encourage support of family day care
- providing training in child development to teen aides who work with children in family day care homes
- publishing a monthly newsletter to provide communication between family day care providers and parents which is mailed to over 400 people in Nassau County
- assisting parents in exploring child care options
- serving as a "matchmaker" between parents seeking family day care and family day care providers
- working with many community agencies to encourage support of family day care
- helping family day care providers gain access to the existing community human services network.

3. Inventory of Resources Worksheet

Description and Average Costs (Annual) for Pilot Program Components with Planning Aids for Replicating Agencies			Worksheet for Replicators				
Pilot Program Component	**Description**	**Avr. Annual Cost - Pilot Program (1972-75 average)**	**Ideas for Use of Alternate Resources**	**Options for Replicators** **on staff or on hand**	**employ retrain purchase**	**volunteers in-kind**	**Estimated Costs - Annual**
Staff							
Professional	100% time - Cooperative Ext. Specialist	$13,991	• agency staff				
Paraprofessional	77% time - Supervising Program Aide	5,573	• graduate students in field placement				
Paraprofessional	77% time - Program Aide	5,270	• trained volunteer child care providers				
3 Teen-Aides	2 teen aged persons paid $2.00/hr. 12 hours per week for 40 weeks 30 hours per week for 8 weeks	3,680	• family day care providers				
	1 teen aged person paid by Neighborhood Youth Corps - $2.00/hr. 10 hours per week - 40 weeks 25 hours per week - 8 weeks	-0-	• child care center staff • youth volunteers from community				
	Balance of hours paid from prog. funds	240	• teen aged persons in youth development 4-H or other programs				
Secretary	60% time - on NCCE staff payroll (paid under program contract with Nassau County Coop. Ext.)	3,655	• youth agency funds state and local				
Senior Citizen Aide	50% time - paid by Senior Service Project - $2.00/hr.	-0-					
Storefront Resource Center	(All expenses paid under contract with Nassau County Cooperative Extension.)						
Rent	$190 monthly	$ 2,280	• locate rent-free space in a: day care center church library school business other				
Utilities	electricity and fuel oil - $40 average monthly	480					
Telephone	$30 average monthly	360					
Maintenance	floor waxing & window washing - $36/mo.	432					
Insurance	rider of NCCE insurance policy	60					

3. Inventory (cont'd.)

Description and Average Costs (Annual) for Pilot Program Components with Planning Aids for Replicating Agencies — **Worksheet for Replicators**

Pilot Program Component	Description	Avr. Annual Cost - Pilot Program (1972-75 average)	Ideas for Use of Alternate Resources	Options for Replicators: on staff or on hand	employ retrain purchase	volunteers in-kind	Estimated Costs - Annual
Storefront Resource Center (cont'd.)	(purchase price divided by 3 years)		• rent or borrow audio-visual equipment from school library business • purchase used equipment and furnishings at: yard sales thrift stores • check government surplus lists • locate space in an existing community or child care center and borrow materials • cooperate with another agency and share expenses or buy in bulk cooperatively • stencil or mimeograph training materials • use only found materials for activities • use free publicity sources, community calendars, bulletin boards, posters • form a telephone chain of family day care providers				
Equipment	furnishings and equipment for 3 rooms - meeting room, playroom, office						
audio-visual	instamatic camera - $50	$ 17					
	16 mm projector - used - $150	50					
	carousel slide projector - $75	25					
	screen - $35	12					
	cassette tape recorder - $45	15					
furnishings	table - borrowed from NCCE	-0-					
	10 stack chairs - $100/set	33					
	vinyl couch - $150	50					
	desk - $100	33					
	2 file cabinets - $35 each	23					
	bookcase - $65	22					
	storage cabinet - $99	33					
	storage - wall unit built - $125	42					
	child's full-length mirror - $39	13					
	children's storage unit - $179	60					
supplies and materials	(purchase and use included under contract with Nassau County Coop. Ext.)						
	supplies for operation of storefront: lightbulbs, stapler paper, rulers scissors, cleaning materials, etc						
	refreshments - coffee, juice, cookies						
	teaching and demonstration materials for training						
	materials for teen home visits						
	publicity expenses: paper, envelopes, stencils, postage, photographs	$2,881					

3. Inventory (cont'd.)

Description and Average Costs (Annual) for Pilot Program Components with Planning Aids for Replicating Agencies

Worksheet for Replicators

Pilot Program Component	Description	Avr. Annual Cost - Pilot Program (1972-75 average)	Ideas for Use of Alternate Resources	Options for Replicators			Estimated Costs - Annual
				on staff or on hand	employ retrain purchase	volunteers in-kind	
Storefront Resource Center (cont'd.)			• solicit donations of toys & materials from manufacturers, retail stores				
Equipment (cont'd.)							
miscellaneous	air conditioner - $429	$143	• solicit donations of used toys, games & equipment and plan "fix-it" workshop				
	fan - $17	6					
	coffee pot - $12	4					
	hot plate - $9	3					
	refrigerator - $129	43	• ask local library for extended loan privilege				
	outdoor identification sign - $200	67					
playroom materials	includes books, games, puzzles, dolls, toys (most materials were donated)	100	• investigate local resources for free films & references: libraries, day care council, early childhood council, colleges				
Reference Library	includes books and pamphlets used by staff and loaned to family day care providers and parents, also includes a training film and several sets of filmstrips (for full listing see appendix 12)	800	• seek support of local organizations: League of Women Voters, Junior League, Lions Club, Rotary, Chamber of Commerce, National Organization for Women				
Loan Closet	consists of books, toys, games and equipment such as: playpens, cribs, high chairs, walkers, car seats						
	Most items were donated - used	-0-	• seek donations of references from publishing firms				
	The following items were purchased used from thrift shop	$ 34	• plan workshops for parent-made materials				
	12 playpens @ $5 each 3 high chairs @ $3 each 8 strollers @ $4 each		• plan "cardboard carpentry" workshops to make equipment (see equipment)				

3. Inventory (cont'd.)

Description and Average Costs (Annual) for Pilot Program Components with Planning Aids for Replicating Agencies

Pilot Program Component	Description	Avr. Annual Cost - Pilot Program (1972-75 average)
Newsletter	4 sheet (7 pages and cover page) reproduced by photo-offset 600 copies printed monthly at an average cost of $35/month	$420
	penalty privilege mailing	-0-
	pictures - $10/month	120
Weekly Meetings		
Training Sessions & Workshops		
consultants	paid - $50 each or Extension faculty volunteer	$700
supplies	(see supplies)	
publicity materials (see supplies child care)	provided by paraprofessional staff	
transportation	provided by program staff & participants	
Trips to Community Resources		
transportation	free police bus hired bus @ $60 per trip	-0- $240
admission	paid by participants - usually free or reduced group rate	-0-

Worksheet for Replicators

Ideas for Use of Alternate Resources	Options for Replicators: on staff or on hand	employ retrain purchase	volunteers in-kind	Estimated Costs - Annual
• duplicate with stencil				
• hand deliver				
• use penalty privilege or bulk rate mail rates where available				
• include paid advertisements or classified section				
• charge nominal fee to cover costs				
• find existing newsletter reaching parents & add family day care page				
• seek financial support from: child care council colleges local businesses community agencies				
• use the many community resource persons available at no cost				
• hold training sessions at a day care center and include children in classroom activities				
• assist participants to form carpools				
• use public transportation; request group rates				
• use school buses				
• plan walking tours to nearby places of interest				
• ask local schools and day care centers for information about trips they take				

3. Inventory (cont'd.)

Description and Average Costs (Annual) for Pilot Program Components with Planning Aids for Replicating Agencies

Worksheet for Replicators

Pilot Program Component	Description	Avr. Annual Cost - Pilot Program (1972-75 average)	Ideas for Use of Alternate Resources	Options for Replicators			Estimated Costs - Annual
				on staff or on hand	employ retrain purchase	volunteers in-kind	
Certificate Training Course	8-week course offered cooperatively with the Department of Social Services total 105 participants in 8 courses		(See supplies & materials)				
leaders	DSS and pilot program staff	-0-					
consultants	free community resource persons/extension faculty	-0-					
child care	provided by staff of DSS and pilot program	-0-					
materials	estimated $5.00 per person - $525 total	$ 175					
certificates	500 printed for $40 or $.08 each	13					
graduation ceremony	pins - free from DSS						
refreshments & paper products	$25 each group; 4 groups - $100	33					
Office	space and equipment located at Coop Ext. headquarters - financial reimbursement for use included under contract with Nassau County	$1,000					
furnishings	desk chair bookcase file cabinets						
equipment	telephone typewriter addressograph duplicator electric stencil	1,470					
supplies	paper envelopes stencils miscellaneous office supplies (see supplies for financial information)						
Travel	includes only local travel associated with on-site program professional - fleet car @ $96/month paraprofessionals - mileage - 11¢/mile	$1,392					

4. Cooperative Extension Family Day Care Program - Topics for Weekly Meetings

All programs are based upon expressed concerns of family day care providers.

TOPIC	*LEADER*
Child Development - Health and Safety, Physical	
Sickle Cell Anemia Program & Mini-Clinic for screening	Sickle Cell Project
Children's Illnesses *	Public Health Nurse & Pediatric Nurse Practitioner
Children's Eyesight - discussion and film screening clinic *	Family Day Care Program Staff
What to do in an Emergency - Certificate Courses	Family Day Care Program Staff, Fire Marshall, Red Cross
Teach Your Children How to Deal with Strangers and Potential Harm	Police Department
Lead Poisoning Educational Program	Health Department
Lead Poisoning Screening - blood test clinic at the storefront	Health Department
Outdoor Play and Ideas for Activities	Family Day Care Program Staff
Child Development - General	
Infant and Toddlers	Cornell Faculty
Child Care and Child Abuse *	Pediatrician and Protective Services Caseworkers
How Children Grow and Develop *	Department of Social Services Staff Development and Cooperative Extension Staff
Guiding Children's Behavior *	Cornell Faculty and Cooperative Extension Staff, FDC Program Staff
Sex Education and Young Children *	Cooperative Extension Staff
Music and Children - held at Roosevelt Park *	Early Childhood Consultant
Growth & Development of the Child from 6 - 11 Years	Cooperative Extension Staff and Family Day Care Program Staff
Enriching Experiences for School-Aged Children in Your Day Care Home	Cooperative Extension Staff and Family Day Care Program Staff
Activities Workshops	
Ideas for Backyard Activities	Family Day Care Program Staff
Learn to Crochet	Family Day Care Parent
Make Your Own Story Books	Family Day Care Parent
Christmas Crafts Children Can Make *	Family Day Care Program Staff
Holiday Gifts Children Can Make *	Family Day Care Program Staff
Activities That Foster Growth and Development *	Family Day Care Program Staff
Painting (various methods)	Family Day Care Program Staff
Activity Ideas for Older Children	Family Day Care Program Staff
Nature Workshop - held at Roosevelt Park	4-H Staff
Cardboard Carpentry *	Family Day Care Program Staff
Parent-made Materials From Scrap - held at Roosevelt Park	Early Childhood Consultant
Taking an Autumn Nature Walk	Family Day Care Program Staff
Weaving With Children of All Ages	Family Day Care Program Staff

Parent-made Materials to Foster Perceptual Development	Early Childhood Consultant
Soft Toys to Make With Children - at Consumer Home Economics Center	Consumer Home Economics

Food and Nutrition

"Jenny is a Good Thing" and creative food experiments with children	Cooperative Extension Staff and Family Day Care Program Staff
"Feeding Little Folks" - meal planning and preparation of snacks *	Cooperative Extension Staff and EFNEP
"Getting the Most From Your Food Dollar"	Cooperative Extension Staff
"Cooking With Kids"	Cooperative Extension Staff and Family Day Care Program Staff
"How Much Food Do Young Children Need"	Cooperative Extension Staff
Plant Your Own Mini and Maxi Gardens	EFNEP Staff

Community Resources - Parks Mobile Units

Puppet Show *
Mini Mobile *
Sportsmobile *
Craftmobile *
Craftmobile *
Skatemobile *

Visits to Community Resources

Freeport Library - Stories and activities for children - workshop for parents *	
Picnic - Roosevelt Park *	
Bronx Zoo *	
Picnic - Eisenhower Park *	
Lollipop (animal) Farm	
Walking Trips Around Town	
Pumpkin Farm *	
Visit to Christmas Display (animated) at Nursery	
American Museum of Natural History *	
Easter Egg Hunt at Roosevelt Park	
New York Aquarium and Coney Island	
Adventurer's Inn - Amusement Park *	
Marine Wetlands	
Long Island Game Farm *	
Picnic - Randall Park	
Beach Combing at Lido Beach	4-H Staff
Family Day Care Morning at Roosevelt Library	
Finding and Using Community Resources	Cornell Student and Cooperative Extension Staff
Flushing Hall of Science	
Consumer Home Economics Center	
Hempstead Harbor Park	

About Family Day Care

Business Concerns - Income Tax Deductions	Family Day Care Program Staff
Planning the Day Care Day	Family Day Care Program Staff

Department of Social Services Case Worker Answering Questions Regarding Certification	Department of Social Services Caseworker
Informal Discussion About Family Day Care	Family Day Care Program Staff
Involving the Entire Family in Family Day Care	Family Day Care Parent
What is Family Day Care? *	Department of Social Services Family Day Care Unit - Supervisor
Welcome New Family Day Care Mothers in the Community Coffee Hour *	
Discussion of Proposed Changes in Family Day Care	Family Day Care Program Staff
Regulations - Preparation for Hearing	Family Day Care Program Staff
Parenting - a Family Day Care Father's View	Family Day Care Fathers

Child Development - Social and Emotional

"Parents Have Feelings Too"	Early Childhood Consultant
Sex Discrimination *	Cooperative Extension Staff and Family Day Care Program Staff
Handling Children's Fears About Separation	Family Day Care Program Staff
School-Aged Children - The Importance of Friends	Family Day Care Program Staff

Miscellaneous

Informal coffee hours - welcome *	
Pool Party and Picnic at Family Day Care Parent's Home *	
Planning program *	
Planning meeting for Christmas Party	
Children's Christmas Party - Annual	
Swap and Shop of Children's Toys and Clothing	
Planning meeting for State Family Day Care Conference	
Extension Showcase	
Know Your Consumer Rights	Department of Consumer Affairs
Bridging the Communication Gap Between Home and School	

Child Development - Cognitive

Choosing Books and Storytelling with Children *	Cooperative Extension Staff, Librarian, and Family Day Care Program Staff
Helping Children Develop Perceptual Skills	Early Childhood Consultant

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* Multiple

5. Certificate Training Course

The 16 hour certificate course was designed cooperatively by family day care providers, Cooperative Extension Program Staff and Staff Development Personnel in the Department of Social Services. The course has been presented to 9 groups of family day care parents; the focus varies to meet the needs of each specific group of participants within the common elements. Leaders for individual sessions have been Department of Social Services staff, Family Day Care Program staff, Cooperative Extension staff, Cornell University faculty or resource persons from the community. Each participant is given a resource folder in which to keep class notes and teaching materials distributed. People who complete the course are awarded a certificate signed by the Director of Cooperative Extension and the Commissioner of Social Services for Nassau County. Representatives of the cooperating sponsors participate in the graduation ceremony and present the certificates.

An outline of the training course with a list of related program materials follows. It is only an outline but we hope it offers some ideas for lesson planning.

8-week Certificate Training Course for Family Day Care Parents Outline

Session I
Family Day Care - Overview and Orientation to Course
  What is Family Day Care?
  Licensed vs Unlicensed Family Day Care
  Roles of - Family Day Care Provider
    Parent - Consumer
    Supervising Agency
  Training - its relevance to family day care providers

Leaders: Family Day Care Program Staff or
  Department of Social Services Staff

Session II
The Department of Social Services and Family Day Care
  Rules and Regulations
  Certification of a Family Day Care Home
  Organization of the Department of Social Services
  How the Department of Social Services Serves the Community
    Protective Services
    Homemakers Services
    Family Assistance
    Child Care
  Roles of the Department of Social Services in Family Day Care

Leader: Department of Social Services,
  Unit Supervisor, Family Day Care

Session III
What to do in an Emergency?
  Safety in the Home
  Fire Prevention
  Prevention of Accidents
  Teaching Safety to Children
  Toy Safety
  Emergency First Aid for: Burns,
    Bleeding
    Asphyxiation
    Poisoning

Leaders: Red Cross Safety Instructor
  Fire Commissioner
  Cooperative Extension Family Day Care Program Staff

Session IV
How Children Develop
  Development From Birth to 5
    Environmental Effects
    Physical, Social, Emotional, Cognitive
    Sequential Process
    Individual Differences

Leaders: Department of Social Services Staff
  Cooperative Extension Staff
  Family Day Care Program Staff

Session V
Activities Which Foster Children's Growth and Development
  Discussion on development
    Physical
    Social
    Emotional
    Cognitive
  Discussion about how children learn
    By modelling
    Through their 5 senses
  Workshop - participants are involved in a variety of creative experiences using material found in most homes

Leader: Family Day Care Program Staff

Session VI
Guiding Children's Behavior
  Definition of Discipline
  Definition of Punishment
  Discipline Techniques
  Group Problem Solving

Leaders: Cornell University Faculty
  Cooperative Extension Staff
  Family Day Care Program Staff

Session VII

Sex Education and the Young Child

- Definition of Sex Education
- Using Age-Appropriate Terms
- Handling Sex Education with Family Day Care Children
- Using Books as an Aid to Sex Education
- Sex Roles and Sex Role Stereotyping

Leader: Cooperative Extension Staff

Session VIII

Activities That Foster Children's Growth and Development

- Provision of time for family day care parents to relate their experiences with activities they have planned with their children during the past 4 weeks
- Food and learning experiences
- Participation workshop
- Educational trips in the community
  - planning trips
  - related activities

Leader: Family Day Care Program Staff

All of the above sessions are group discussions centered around the participants as learner and teacher, etc.

Alphabetical List of Training Materials Distributed to Family Day Care Certificate Training Course Participants

"A Safer World For Babies and Toddlers", Johnson & Johnson, New Brunswick, New Jersey 08903, free.

"Annotated Bibliography of Non-Sexist Picture Books for Children", Reprinted from: Women's Action Alliance, Inc., 1973.

"Child Development in the Home", U. S. Department of Health, Education and Welfare, Superintendent of Documents, U. S. Government Printing Office, Washington, D. C. 20402, 45¢.

"Children Can Learn So Many Things From Food", class materials prepared by Family Day Care Program Staff.

"Children's Art", Brittain, W. Lambert, An Extension Publication of the New York State College of Human Ecology, Cornell University. Order from Mailing Room, Building 7, Research Park, Cornell University, Ithaca, New York 14853. Single copies are free to New York State residents; additional copies 20¢ each.

"Dear Mom and Dad: Lead Poisoning is a Very Serious Sickness", National Paint and Coatings Association, Inc., 1500 Rhode Island Avenue, N.W., Washington, D. C. 20005, free.

"Discipline", class materials prepared by Judith Elkin, Cooperative Extension Association of Nassau County. (Adapted from *Child Guidance Techniques*, a Pacific Northwest Extension Publication.)

"Early Years - Ages and Stages", class materials prepared by the staff of the Nassau County Department of Social Services Staff Development and Cooperative Extension Family Day Care Program.

Emergency Telephone Sticker - printed for program participants.

"Exceptional Person and the Family", a bibliography compiled by Age Level Services, Nassau Library System.

"Facts About the Mental Health of Children", National Institute of Mental Health, Department of Health, Education and Welfare, Publication No. (HSM) 73-9130 from the Superintendent of Documents, U. S. Government Printing Office, Washington, D. C. 20402, 10¢ or 100 for $6.75.

"Family Day Care", day care booklet number 9, U. S. Department of Health, Education and Welfare, Office of Child Development, Department of Health, Education and Welfare, Publication No. 73-1054, Superintendent of Documents, U. S. Government Printing Office, Washington, D. C. 20402, $1.90.

"Family Day Care Homes: Rules and Regulations of the New York State Department of Social Services and Guidelines Providing Interpretation of These Rules and Regulations", New York State Department of Social Services, 1450 Western Avenue, Albany, New York 12203.

"First Aid For the Family", a reference card, Metropolitan Life Insurance Company, Health and Welfare Division, One Madison Avenue, New York, New York 10010, free.

"Health Briefs: Immunization Pointers for Parents", New York State Department of Health.

"Home Safety Checklist", class materials prepared by Family Day Care Program Staff.

"How Your Child Learns About Sex", Carroll, Nancy, Young Mother's Consultant, Ross Laboratories, Columbus, Ohio 43216, 20¢.

"Human Sexuality: Books for Everyone", SIECUS, Sex Information and Education Council of the U. S., 1866 Broadway, New York, New York 10023, Single Copy free, 2-49 copies at 10¢, 50 or more copies at 5¢.

"I Won't! I Won't!" Metropolitan Life Insurance Company, Health and Welfare Division, One Madison Avenue, New York, New York, 10010, free.

"Isn't It Wonderful How Babies Learn!", Blossom, Marilyn, Cooperative Extension Service, University of Missouri, Columbia, Missouri 65201.

"Nassau County Department of Health", Nassau County Department of Health, 240 Old Country Road, Mineola, New York 11501.

"Organization Chart of the Nassau County Department of Social Services", prepared by the staff of the Children's Bureau, Nassau County Department of Social Services.

"Panic or Plan", Metropolitan Life Insurance Company, Health and Welfare Division, One Madison Avenue, New York, New York 10010, free.

"Play as Learning", Baldwin, Clara P. and Bayer, Helen T. M., An Extension Publication of the New York State College of Human Ecology, Cornell University, order from Mailing Room, Building 7, Research Park, Cornell University, Ithaca, New York 14853, 25¢.

"Principles for Child Guidance", Waring, Ethel B., An Extension Publication of the New York State College of Human Ecology, Cornell University, order from Mailing Room, Building 7, Research Park, Cornell University, Ithaca, New York 14853, single copies free to residents of New York State; additional copies 25¢ each.

"Recipes for Fun", Cole, Ann, *et. al.*, PAR Project, 464 Central, Northfield, Illinois 60093, $2.00 per copy, 1-9 copies; $1.25 per copy, 10-24 copies; $1.00 per copy, 25-199 copies; $.75 per copy, 200 or more copies; $1.20 per copy for resale.

"Resource Books in Sex Education", a bibliography prepared by Judith Elkin, Cooperative Extension Association of Nassau County.

"Ten Heavy Facts About Sex", Gordon, Sol, The Family Planning and Population Information Center, The Institute for Family Research and Education, College of Human Development, Syracuse University, 760 Ostrom Avenue, Syracuse, New York 13210, single copy 30¢.

"Your Child From 1 - 6", U. S. Department of Health, Education and Welfare, Department of Health, Education and Welfare, Publication No. (OCD) 73-26, Superintendent of Documents, U. S. Government Printing Office, Washington, D. C. 20402, 75¢.

"Your Child From 6 - 12", U. S Department of Health, Education and Welfare, Department of Health, Education and Welfare, Superintendent of Documents, U. S. Government Printing Office, Washington, D. C. 20402, 55¢.

"Your Child's Safety", Metropolitan Life Insurance Company, Health and Welfare Division, One Madison Avenue, New York, New York 10010, free.

"Your Child's Teeth", American Dental Association, 211 East Chicago Avenue, Chicago, Illinois 60611.

"What Can We Do Today, Mommy?", Educational Research Council of America, Psychology Department, Educational Research Council of America, Rockefeller Building, Cleveland, Ohio 41113, 90¢.

6. Some Helpful Reference Materials

Books - Pamphlets - Visual Material - Children's Books

Uses in pilot program:
Staff development
General reference
Family day care training materials
Loan to family day care providers

Day Care General

Alternatives in Quality Child Care:
A guide for Thinking and Planning
Day Care and Child Development Council
Day Care: Resources for Decisions
Edith H. Grotberg
Guide to the Assessment of Day Care Services and Needs at the Community Level
Richard B. Zamoff
School Age Child Care
Gertrude L. Hoffman
Windows on Day Care: A Report on the Findings of Members of the National Council of Jewish Women on Day Care Needs and Services in Their Communities
Mary Dublin Keyserling

General Child Development

Baby and Child Care
Benjamin Spock
Between Parent and Child
Hain G. Ginott
Between Parent and Teenager
Hain G. Ginott
Child Sense
William E. Homan
Childhood and Adolescence
Joseph Stone and Joseph Church
The Conspiracy Against Childhood
Eda LeShan
The Magic Years
Selma H. Fraiberg

A New Baby! A New Life!
Erma Brenner
Parent Effectiveness Training
Thomas Gordon
What Makes Me Feel This Way
Eda LeShan

Sex Education

Bodies
Barbara Brenner
Facts About Sex for Today's Youth
Sol Gordon
Girls and Sex
Wardell B. Pomeroy
How Babies are Made
Andrew C. Andry and Steven Schepp
Sex: Telling It Straight
Eric W. Johnson
Sexism in Education
The Emma Willard Task Force of Education
Your Child and Sex: A Guide for Parents
Wardell B. Pomeroy

Activities for Workshops

Creative Food Experiences for Children
Mary T. Goodwin
The Good for Me Cookbook
Karen B. Croft
I Saw a Purple Cow and 100 Other Recipes for Learning
Cole, Haas, Bushnell and Weinberger PAR Project
Making Things - The Handbook of Creative Discovery
Ann Wiseman
Montessori on a Limited Budget
Elvira Farrow and Carol Hill
More Recipes for Fun
Cole, Haas, Bushnell and Weinberger PAR Project
Recipes for Busy Little Hands
Doreen Croft
Recipes for Fun in English and Spanish
Cole, Haas, Bushnell and Weinberger PAR Project
Recipes for Holiday Fun
Cole, Haas, Bushnell and Weinberger PAR Project
The Scrap Book: A Collection of Activities for Preschoolers
Friends of Perry Nursery School
Suzy Prudden's Creative Fitness for Baby and Child
Suzy Prudden and Jeffery Sussman
What to do When There's Nothing to do
Elizabeth M. Gregg and Boston Children's Medical Center Staff

Training

Day Care Aides: A Guide for In-Service Training
National Federation of Settlements and Neighborhood Centers
Helps for Day Care Workers: A Lap to Sit on and Much More
Association for Childhood Education International
Working with Young Children
Jennifer Birckmayer

Health and Safety

First Aid (Fourth Edition)
The American National Red Cross

Early Childhood

Education of Children Aged One to Three: A Curriculum Manual
Catholic University of America
Play - The Child Strives Toward Self Realization
National Association of the Education of Young Children
Starting Out Right: Choosing Books About Black People for Young Children
Bettye I. Latimer
What is Music for Young Children
Elizabeth Jones

Family Day Care

Family Day Care: Some Observations
Minta M. Saunders and Mary Elizabeth Keister
A Family Day Care Study
Day Care and Child Development Council of America, Inc.
A Guide for Day Care Mothers
Carol N. Doty
A Guide to Family Day Care
County of Westchester, Department of Social Services
I'm Not Just a Babysitter: A Descriptive Report of the Community Family Day Care Project
June S. Sale
I'm Not Just a Sitter
Community Family Day Care Project, Pacific Oaks College
Open the Door, See the People
Community Family Day Care Project, Pacific Oaks College

See list of pamphlets provided to participants in Family Day Care Parents Certificate Training Course

Some Visual Materials We Have Used

What is Family Day Care? (film), Film Library, Roberts Hall, Cornell University, Ithaca, NY 14853

Toys and Activities for the Pre-School Child, (filmstrip), J. C. Penney Co.

Helping Parents in Decision Making in Day Care, (set of filmstrips), Pacific Oaks College, Pasadena, CA.

Working With Children in Day Care, (set of filmstrips), Day Care and Child Development Council of America, 1012 Fourteenth Street, N.W., Washington, D. C. 20005

Exploring Childhood, (entire curriculum), Education Development Center, Social Studies Program, 15 Mifflin Place, Cambridge, MA 02138

Joyful Noises (film), Jennifer Birckmayer, Cornell University Film Library, Roberts Hall

Come Out and Play (slides/script/cassette/workbook), Jennifer Birckmayer, Cornell University Film Library, Roberts Hall

Other Sources of Visuals Are:

Head Start Films
Public Libraries
College and University Libraries
Various Community Educational Resources

7. Children's Books

The following are children's books loaned to day care parents and parents to reinforce training session themes. Some were purchased as they are not always available at local libraries.

A Baby Sitter for Frances	Russel Hoban
All Alone with Daddy	Joan Fassler
Bedtime for Frances	Russel Hoban
Bread and Jam for Frances	Russel Hoban
Busy People	Joe Kaufman
Charlotte's Web	E. B. White
Coleen - The Question Girl	Arlie Russell Hochschild
Crow Boy	Taro Yashima
Don't Worry, Dear	Joan Fassler
Grandpa	Barbara Borack
I Have Feelings	Terry Berger
I'll Fix Anthony	Judith Viorst
Just Think	Miles and Blos
Let's Be Enemies	Janice May Udry
Lisa and Her Soundless World	Edna S. Levine
Mothers Can Do Anything	Joe Lasker
My Mama Says There Aren't Any	Judith Viorst
One Little Girl	Joan Fassler
One Morning in Maine	Robert McCloskey
Over, Under and Through	Tana Hoban
Phoebe's Revolt	Natalie Babbitt
Push-Pull-Empty-Full	Tana Hoban
Snow	McKie and Eastman
Stuart Little	E. B. White
Sunflowers for Tina	Anne Norris Baldwin
Tell Me a Mitzi	Lore Segal
The Boy With A Problem	Joan Fassler
The Dragon and the Doctor	Barbara Danish
The Indoor and Outdoor Grow-It Book	Sam Sinclair Baker
The Man in the House	Joan Fassler
The Little Duster	Bill Charmatz
The Sneaky Machine	Marguerita Rudolph
The Tenth Good Thing	Judith Viorst
Things I Hate	Wittels and Greisman
Umbrella	Tara Yashima
We Are Having a Baby	Viki Holland
What Can She Be? An Architect	Gloria and Esther Goldreich
What Can She Be? A Lawyer	Gloria and Esther Goldreich
What Can She Be? A Newscaster	Gloria and Esther Goldreich
What Can She Be? A Veterinarian	Gloria and Esther Goldriech
William's Doll	Charlotte Zolotow

REFERENCES

Bennett, Claude F. *A Multi-Level Approach to Evaluation of Extension Programs.* Program and Staff Development, Extension Service, U. S. Department of Agriculture. Mimeographed. Updated.

Bronfenbrenner, Urie. *Who Cares for America's Children.* Testimony before a Joint House - Senate Hearing on the Child and Family Service Act of 1975 held in Washington, D. C., Dirksen Senate Office Building, June 19, 1975.

Burton, White. *Today's Child.* Harvard Laboratory for Human Development. January, 1975.

Collins, Alice H. and Watson, Eunice L. *The Day Care Neighbor Service: Handbook for the Organization and Operation of a New Approach to Family Day Care.* Field Study of the Neighborhood Family Day Care System, 2856 Northwest Savier, Portland, Oregon 97210. 1969.

Crowe, Natalie, Pine, Barbara, and Stein, Irene. *Family Day Care, A Cooperative Extension Pilot Program.* Third Annual Report, June 1975. Available at Land Grant College and University Libraries.

DARCEE Family Day Care Research. Demonstration and Research Center for Early Education. John F. Kennedy Center for Research on Education and Human Development, George Peabody College for Teachers, Nashville, TN 37203. Mimeo papers and handbook. December 1971.

Feldman, Harold and Margaret. *A Study of the Effects on the Family Due to the Employment of the Welfare Mother.* For the Manpower Administration Office of Research and Development. U. S. Department of Labor, 1972. Report available from National Technical Information Service, Springfield, VA 22151.

I'm a New Woman Now. Family Day Care Career Program, New York, N.Y. U. S. Department of Health, Education and Welfare, OE 20184, Office of Education, Washington, D. C. 20202. N.d.

Learning With Love: Family Day Care. An 80 slide/script/cassette/discussion guide describing the pilot program. Available from Visual Communications Office, Roberts Hall, Cornell University, Ithaca, New York 14853. ($32.00)

Low, Seth and Spindler, Pearl. *Child Care Arrangements of Working Mothers in the U. S.* U. S. Children's Bureau. Publication #46-1968. Superintendent of Documents, U. S. Government Printing Office, 1968.

New York State Department of Social Services. *Family Day Care Home Rules and Regulations of the New York State Department of Social Services, Guidelines Providing Interpretation of These Rules and Regulations.* 1971.

Pamphlet describing program and a visit to the program. The Women's Educational and Industrial Union, 264 Boylston Street, Boston, MA 02116, 1971.

Ruderman, Florence A. Child Care and Working Mothers. *A Study of Child Care Arrangements for the Daytime Care of Children.* New York: Child Welfare League of America, 1968.

Sale, June and Torres, Yolanda. *I'm Not Just a Babysitter.* Reprinted by Day Care and Child Development Council of America, Inc., 1012 - 14th St., N.W., Washington, D. C. 20005. 1971.

Saunders, Minta and Keister, Mary Elizabeth. *Family Day Care: Some Observations.* ERIC Report ED072 856. Washington, D. C. U.S. Department of Health, Education and Welfare, Office of Education, 1972.

Seefeldt, Carol and Dittman, Laura, Eds. *Family Day Care.* Number 9 in Day Care Series. U.S. Department of Health, Education and Welfare, Washington, D. C. 20201, 1973.

Senate Committee on Finance Report as quoted by Day Care and Child Development Council of America, Inc. in *Voice for Children,* December, 1974, Volume 7, Number 11. 1012 14th Street, N.W., Washington, D. C. 20005.

Trisdorfer, Alice, *et. al. The Birth and Growth of the Tompkins County Day Care and Child Development Council, Inc.* Duplicating Services, Martha Van Rensselaer Hall, New York State College of Human Ecology, Ithaca, New York 14853. 1971.

U. S. Department of Health, Education and Welfare. *Federal Interagency Day Care Requirements.* 1968, as approved by U. S. Department of Health, Education and Welfare, OEO, and Labor.

U. S. Department of Labor. Bureau of Labor Statistics, *Children of Working Mothers.* March, 1975. Summary special labor force report.

What Day Care Mothers Want To Know - Guidelines For a Pre-Service Or In-Service Educational Program For Family Day Care Mothers. Educational Day Care Consultant Program, R534 School of Education Building, University of Michigan, Ann Arbor, MI 48104. A mimeo report. 1972.

Willis, Anne and Ricciuti, Henry. *A Good Beginning For Babies, Guidelines for Group Care.* National Association for the Education of Young Children, Washington, D. C. 1975.

The Family Day Home System: What Is It? How Does It Work?

A Comparison of Eight Family Day Home Systems in Texas

Prepared by:
Texas Department of Community Affairs
Human Resources Branch
Early Childhood Development Division

September, 1976

TABLE OF CONTENTS

Introduction: What is a Family Day Home System?..............................i

Family Day Home System Administration
- I. Agency Staff Structure..1
- II. Support Services...2

Family Day Homes
- I. Selection and Certification.......................................4
- II. Management Procedures...5
- III. Day Home Care Givers..6
- IV. Training for Day Home Care Givers...............................7

Family Day Home Clients
- I. Children..9
- II. Parents...10

Summary: Incentives and Limitations.......................................11

Appendices
- I. Eight Texas Family Day Home Systems: Addresses and Directors.....14
- II. Eight Texas Family Day Home Systems: Facts and Figures...........15
- III. Family Day Home Systems: A Comparison of Services................16

INTRODUCTION: WHAT IS A FAMILY DAY HOME SYSTEM?

Family day homes are a primary source of child care services in Texas. A survey commissioned in 1973 by the Texas Department of Community Affairs revealed that of the 412,500 preschool children in child care arrangements, 57 percent were in family day homes.

By definition, a family day home is a private home where six or fewer children under 14 years of age, including the day home care giver's own children, are cared for during a part of the 24-hour day. Similar to the traditional family model of child care, the family day home is especially attractive to parents with infants and toddlers, two or more children needing care, school-aged children, and children with emotional or physical problems. Because the day home care giver cares for six or fewer children, the children receive close supervision and personal attention. As a supplement to parental care, the family day home provides the child with a home situation in which to grow and develop.

Several family day homes under the auspices of one agency comprise a family day home system[1]. The family day home system is a relatively new concept in child care services. It combines some of the child caring features of individual family day homes with some of the administrative features of child care centers.

Usually, the system is administered by a child-placing agency.[2] The agency is linked to the individual day home by a written agreement or contract, and each day home operates as a small, independent business.

Ideally, a family day home system should encourage each day home care giver to provide high quality care for all children. The system should reach far beyond "baby-sitting" and provide:

1. Competent care and continuity in the child's growth and development.
2. Parenting education and support.
3. Economic potential for the parent.
4. Personal and career development for the day home mother.

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[1] Definition by the State Department of Public Welfare, June, 1976.

[2] An agency licensed by the State Department of Public Welfare to certify (license) and supervise agency homes for the provision of child care and to make arrangements with parents for care of their children.

The Texas Department of Community Affairs, Early Childhood Development Division, has been working cooperatively with the State Department of Public Welfare's Child Development Program staff to promote the establishment of family day home systems throughout the state. The two agencies have developed a training curriculum for day home care givers and a procedures manual for administrative staff.

In addition, in 1976 the Department's Early Childhood Development Division interviewed eight Texas agencies with family day home systems.[3] The agencies were: Catholic Charities, Diocese of Fort Worth, Inc.; Child, Inc., Austin; Day Care Association of Metropolitan Dallas; Day Care Association of Fort Worth and Tarrant County; Neighborhood Centers-Day Care Association, Houston; Economic Opportunities Development Corporation, San Antonio; San Patricio County Committee on Youth Education and Job Opportunities, Sinton; and Waco Family Home Care Agency.

The findings from the interviews provide the material for this report. The eight family day home systems are compared in terms of administrative structure, the day homes themselves and the people they serve. This report offers useful information to persons interested in developing family day home systems in their own communities. Indeed, the report supplies evidence that family day home systems are a viable alternative to center-based child care, and that in some situations, family day home systems offer child care where there might be none otherwise.

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[3] The eight existing systems were identified by the State Department of Public Welfare, January, 1976.

FAMILY DAY HOME SYSTEM ADMINISTRATION

I. Agency Staff Structure

Every agency choosing to operate a family day home system must have the staff capacity to administer such a program. All agencies interviewed have at least one administrator responsible for the overall coordination and supervision of the system, and additional supplementary staff responsible for the day-to-day working of the system.

A. General Staff Structure

Each agency has a day home coordinator responsible for managing the system and reporting to the agency's primary director. The agencies have individual home workers that visit the family day homes to provide training and technical assistance. Specialists in child development, health, parent involvement and nutrition are often available to serve the day home system. All agencies have a volunteer board consisting of lay and professional individuals whose purpose is to assist the day home personnel in the decision making process. Clerical staff generally serve all the components of the agency. The day home care giver, while not part of the administrative staff, per se, contracts with the agency as an independent business and has administrative responsibilities in the management of her own day home.

1. Person(s) Responsible for Screening/Placement of Children

In most systems, the home workers screen and place the children in appropriate day homes. Otherwise the day home coordinator assumes this responsibility.

2. Person(s) Responsible for Recruitment and Licensing of Homes

Seven of the systems have a Child-Placing License[4] issued by the State Department of Public Welfare. In these systems, the home worker usually conducts a certification study and the day home coordinator makes the final decision on certification of the home. In the system not having a Child-Placing License, licensing of family day homes is done by staff of the State Department of Public Welfare.

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[4] A license issued by the State Department of Public Welfare to an agency, enabling the agency to certify (license) and supervise agency homes for the provision of child care and to make arrangements with parents for care of their children.

B. Fiscal Arrangement

In seven of the systems, the day home care giver is responsible for collecting parent fees and maintaining receipt ledgers. The agency is responsible for all other financial transactions and fiscal records.

The agency directly pays the day home care giver twice per month. The amount of the payment ranges from $15 per week/per child to $25 per week/per child. The average weekly payment per child is approximately $20.

Several agencies also reimburse the care giver for the following items:

(1) Food
(2) Liability insurance
(3) Children's consumable supplies

At this time, only one agency has been approached by the Department of Labor concerning minimum wage requirements. With this restriction, the agencies would be required to pay all day home care givers minimum wage and fringe benefits.

C. Reporting Responsibilities

Either the day home coordinator or the agency's other administrative personnel are responsible for maintaining the following records:

(1) Financial records for funding sources and other entities.
(2) State Department of Public Welfare reporting requirements.
(3) Parent agreements.
(4) Health and immunization records.
(5) Certification studies.
(6) Attendance records of children placed in care.

Additional records kept by several of the systems include:

(1) Case studies of day home care givers.
(2) Information on children's behavior and problems.
(3) Information on services and training provided to care givers, parents and children.
(4) Equipment loan data.

II. Support Services

In addition to arranging for child care in family day homes, the agencies also provide support services to the day home care givers, parents, and children. These services are a sizable portion of the total cost of the overall day home system and are usually considered when calculating the fee paid for child care. These support services are provided free of charge to the day home care giver.

A. Social Services

All agencies strive to place the children in the best environment for their needs, help in the adjustment process and deal with any problem between the child, parent and care giver. Referrals are made to community resources and appropriate agencies when necessary. Agency personnel also make regular visits to the day homes to assist the day home care giver in working with children and parents.

Several agencies also provide the following services:

(1) Assist families receiving payments in the Aid to Families with Dependent Children (AFDC) program to obtain social services through the State Department of Public Welfare.
(2) Transfer children from day homes to day care centers when necessary.

B. Health Services

Each of the agencies provide varying degrees of health services to children in their care. Services provided by the agencies include the following:

(1) Immunizations as required by law.
(2) Complete physical examinations.
(3) Dental examinations.

Several agencies provide additional health services that include:

(1) Dental treatment.
(2) Developmental screening.
(3) Language and speech screening.

In five systems, when the parents or day home care giver is unable to provide transportation, it is provided by the agency.

Only two agencies are presently using the United States Department of Agriculture (U.S.D.A.) food reimbursement[5]. Four of the agencies are currently evaluating the U.S.D.A. program before deciding to apply for funds. One agency is awaiting notification.[6]

Several of the agencies require menu plans from their day home care givers in an effort to monitor the nutritional value of the food provided in the day home.

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[5] Catholic Charities, Diocese of Fort Worth, Inc.
Economic Opportunities Development Corporation
San Antonio, Texas

[6] Child, Incorporated
Austin, Texas

FAMILY DAY HOMES

I. Selection and Certification

Since many children spend more of their waking hours in a family day home than in their own home, the assurance of quality day homes is essential. The day home should provide for not only the safety and physical welfare of the child, but also the emotional and educational environment necessary for growth.

A. Recruitment Process

The agencies with family day home systems find that word-of-mouth referrals are the best recruitment method for locating prospective quality day homes. The agencies also use the following methods in recruiting day home operators:

(1) Newspaper advertisements
(2) PTA meetings
(3) Church group announcements
(4) Civic group announcements

B. Selection Process

After potential day homes have been recruited, each agency must decide which homes will provide the best quality care for the children. The typical selection process is as follows:

(1) First visit: An initial screening is made of the potential day home.
(2) Second visit: An application is given to the prospective day home care giver.
(3) Third visit: Application is returned to the agency and given to the day home coordinator for review.
(4) Fourth visit: Agency personnel discuss further training and administrative procedures with the prospective day home care giver.

C. Certification Criteria

Family day homes operating in the systems must meet state licensing standards, as well as federal requirements when federal funds are involved. Seven of the systems have a Child-Placing License which enables them to certify their own homes. Primary considerations of the agencies during the certification study include:

(1) Amount of structural renovation necessary for the home to meet standards, including fences, electrical wiring, window screens, etc.
(2) Proximity of homes to bus lines.
(3) Location of homes in relation to children needing care.

D. Certification Process

Each agency must do a study of the prospective day home before it can be certified. The procedure for a typical certification study is as follows:

(1) Agency staff evaluate the space, cleanliness and safety conditions maintained by the prospective day home against the required standards.
(2) In the home, agency staff interview the prospective care giver and her family.
(3) A determination is made of the day home care giver's ability to care for children.
(4) The local fire department and health officials conduct a routine inspection.
(5) Agency staff contact references provided by the day home care giver.

Two of the agencies assist the day home care givers in meeting licensing standards by reserving money for structural renovations within the home. In addition, all agencies assist the day home family in obtaining the necessary health examinations and immunizations.

II. Management Procedures

Each of the systems has standard hours of day home operation and established procedures for situations when children are taken outside the day home. Such procedures assure that the agencies are informed of the whereabouts of the children at all times.

A. Day Home Schedule of Operation

All of the homes in the systems operate on a five-day week. On the average, homes are open from 7:00 a.m. until 6:00 p.m. At the present time, three systems provide authorized night care.

B. Child Emergency Procedures

In most instances, when a child has a medical emergency, the day home care giver first notifies the agency. It is then the agency's responsibility to notify the parent and assist the parent in any way possible. If the parent cannot be located, the day home care giver usually notifies the doctor listed on the child's medical card, and takes the child directly to the medical facility. Four of the agencies provide transportation for the child in such emergency situations.

Each agency has a medical liability release. The day home care giver is required to submit a report form to the agency giving complete details on any accident occurring while the child is in her care.

C. Field Trips

There are differing attitudes about field trips for the day home children. Some agencies discourage field trips, others encourage field trips, and still other agencies allow the day home care givers to make their own decisions.

Two of the agencies provide transportation for field trips. Otherwise, the day home care giver must inform the agency whenever the children are taken outside the day home.

III. Day Home Care Givers

In any family day home system, the day home care giver is the person directly responsible for the care and well-being of the children in the program. In addition to providing home care for children in the program, the care giver has additional responsibilities. She must maintain her own home and care for the members of her own family. As part of a family day home system, she has business responsibilities to herself and to the system. And, as a day home care giver, she must also be able to communicate effectively with the parents of children in care.

A. Reporting Responsibilities

In seven of the systems, the day home care giver collects the parent fees and maintains receipts. Each care giver also keeps a record of daily attendance. In case of accidents, care givers submit accident forms. In several of the systems, care givers are required to submit menu plans on a regular basis.

The agencies require the day home care giver to keep medical records on the children in care, submit emergency information cards, and record all medications given at the day home.

Six of the agencies provide written training material for the care giver. The usual information included in the training material includes the following:

(1) Responsibilities of the day home care giver.
(2) Basic child development theory and practice.
(3) Policies and procedures.

All agencies consider the day home care giver as "self-employed," and she is responsible for her own income tax reporting. A few agencies do give the care giver some assistance concerning allowable business expenses for reporting to the Internal Revenue Service.

B. Turnover

Few of the agencies have experienced excessive turnover among day home care givers. However, when a care giver does leave the system, every attempt is made to place the children in another day home as soon as possible.

C. Vacation

Most of the agencies recognize only Labor Day, Thanksgiving, Christmas, New Year's Day and Independence Day as authorized holidays. Two of the agencies permit the care givers more time at Christmas and recognize other traditional holidays. If the day home care giver decides to take an extended vacation, either the parents make other arrangements or the agency assists the parents in placing the child elsewhere, temporarily.

D. Illness-Emergency Procedures

Most agencies encourage the day home care giver to have a substitute available to come to her home and care for the children when she is sick or has a personal emergency. If the care giver does not have a substitute and the parents cannot make other arrangements, the agency will usually place children in other day homes on a temporary basis.

E. Characteristics of Day Home Care Giver

The day home care givers range in age from twenty-one to seventy. They come from a wide range of economic and social backgrounds. The typical care giver in the systems interviewed is low-income, middle-aged and female with a high school education.

Although quality day home care givers have diverse ethnic, social and cultural backgrounds, there are distinct similarities. Primary factors determining quality care given by the day home care giver include the following:

(1) Realization that the monetary rewards are limited.
(2) Positive attitude toward children.
(3) Experience with children.
(4) Clear understanding of children's needs.
(5) Willingness to participate in training.
(6) Good image of self and family.

IV. Training for Day Home Care Givers

Each of the agencies with family day home systems provides some degree of training to the day home care givers. Through training, the day home care giver is given an opportunity for personal and career development and the children benefit from the quality care provided.

A. Pre-Service Orientation

All of the agencies have some type of mandatory pre-service orientation for the day home care givers before children are ever placed in the day home. Three of the agencies prefer formal group sessions, while the other agencies use an informal approach between a staff member and the potential care giver. The following topics are usually discussed at this time.

(1) Agency policies and procedures.
(2) Responsibilities of child care.
(3) Nutrition.
(4) First aid.
(5) Developmental patterns of children.
(6) Planning and scheduling of activities.

Most of the agencies utilize a lecture and activity format for orientation. For this reason, orientation training is usually held in two or more of the following locations:

(1) Agency office building.
(2) New day home care giver's residence.
(3) Established family day home.
(4) Day care center.

B. In-Service Training

Seven of the agencies schedule formal in-service training either monthly or bimonthly on Saturdays or week nights. A few provide transportation and reimbursement to the care givers for attendance. The location of the training is much the same as in pre-service orientation.

All agencies consider the needs of their day home care givers when organizing training curriculum. Outside resource people and agency personnel discuss child development, safety precautions, and administrative programs and policies.

In addition to the formal training, all agencies provide informal training to the care givers during the regularly scheduled home visits.

C. Supplies

Equipment, toys and craft materials are frequently furnished by the agency. Equipment such as fire extinguishers, cribs and cots, a variety of toys, and craft materials such as crayons, paints, paper, scissors and brushes are provided either on a rotating or a permanent loan basis, at no charge. With these supplies, the care giver is better equipped to serve children in her home.

FAMILY DAY HOME CLIENTS

I. Children

Each of the agencies with family day home systems is working toward supplying high quality care to the children with the greatest need for this type of child care arrangement. In general, the children served are children that might otherwise be without any type of supervisory care.

A. Acceptance Criteria

Most of the systems care for preschool children six weeks of age to six years of age. Several systems provide after school care for children under fourteen years of age. The agencies find the greatest need for home care is for children under three years of age.

Because of the Title XX funding requirements, most of the children in the systems are AFDC recipients or Title XX income eligible.

Children with emotional and mental problems and limited birth defects are accepted into several systems because of the home environment and the low child-staff ratio.

B. Policy on Absences

If a child is absent from the day home but has a medical excuse, the agencies reserve the child's space in the home. Unless there are special circumstances, if the child's parent has not notified either the day home care giver or agency within one or two weeks concerning the child's absence, the child is automatically dropped from the day home enrollment.

C. Turnover

Generally, the child turnover in the day homes is manageable, averaging approximately 15% or less annually.

Reasons usually given for children leaving the day homes include the following:

(1) Child enters a day care center.
(2) Family mobility.
(3) Parent chooses to stay at home with child.
(4) Transportation difficulties.
(5) Parent dissatisfaction with child care in the day home setting.
(6) Increase in parent salaries, resulting in a loss of Title XX eligibility.

II. Parents[7]

Each of the agencies with family day home systems works toward involving the parents in the day home program. A family day home system with active participation between the parents, day home care givers and agency personnel is better equipped to meet the needs of the children enrolled.

A. Parent Involvement

Two of the agencies inform parents of current events and helpful hints through monthly newsletters. Monthly meetings are held in two of the systems. These meetings provide parents an opportunity to discuss their children's progress and to listen to guest speakers discuss relevant issues. All of the systems have parent groups serve in an advisory capacity to the operation of the overall system.

B. Parent/Agency Relations

Several of the agencies express satisfaction with the participation and interest shown by the parents. Other agencies consider the relationship with parents as needing improvement. Reasons most often given for inadequate parent/agency relations are as follows:

(1) Apathy among parents regarding policies and procedures.
(2) Agency difficulty in collecting parent fees.
(3) Unexcused child absenteeism.

C. Parent/Care Giver Relations

Most of the agencies consider the relationship between the parents and day home care givers as good. Among the problems identified, the following were cited most often:

(1) Parent/care giver differences on child rearing practices.
(2) Parents' fear of losing child's affection to the day home care giver.
(3) Parents' disregard for day home operating hours.
(4) Failure of parents to bring an adequate amount of diapers, clothes, etc., to the day home.

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[7] Since no interviews were held with parents of children in the systems, the ideas presented are those of the day home care givers and agency personnel.

SUMMARY: INCENTIVES AND LIMITATIONS

Overall, the agencies interviewed consider their day home systems successful in providing quality care to the children enrolled. Despite certain constraints, agency personnel, day home care givers and parents have found that this particular kind of program is well-suited to meet child care needs.

A. Incentives for a Family Day Home System

From the day home care givers' point of view, the primary incentives for participating in a family day home system include the following:

(1) Flexibility of working at home.
(2) Ability to care for one's own family while being employed.
(3) Added family income.
(4) Professional training at no extra charge.

From the agencies' point of view, the primary incentives for operating a family day home system consist of the following:

(1) An overall, organizational structure is available for licensing, supervising and training day home care givers to insure that quality care is provided.
(2) Equipment and toys may be rotated to serve a large group of children.
(3) A family day home system is easily integrated into an agency's existing center-based operation, in that staff, equipment and facilities can be shared.

From the point of view of the parents and children in the program, the primary incentives for participating in a family day home system are as follows:

(1) Accessibility of child care in close proximity to the home or business.
(2) Individualized attention and activities given to children in a home setting.
(3) Availability of child care for children under three years of age.
(4) Acceptance of some children with handicaps, birth defects and emotional problems.
(5) Flexibility of day home operating hours.

B. Limitations of a Family Day Home System

From the day home care givers' point of view, the primary limitations of participating in a family day home system are as follows:

(1) The amount of income is regulated by the day home system.
(2) Income tax reporting is the responsibility of the care givers.
(3) The number of children a care giver can accept for care is regulated by the system.
(4) The care giver must keep records for the administering agency.
(5) Training is often held at night and on weekends.

(6) Care for a child cannot be discontinued without consulting agency personnel.
(7) The care giver is confined to her home much of the time, having limited contact with the adult world.

From the agencies' point of view, the primary limitations of operating a family day home system are as follows:

(1) With a large number of care givers, each caring for a small number of children, monitoring the quality of child care is difficult.
(2) Organizing and transporting day home care givers for training, field trips, and handling emergency situations is often difficult.
(3) A large amount of staff time is spent in travel to the family day homes.
(4) A large amount of administrative paper work is required.
(5) Financing the day home system on an ongoing basis requires a continuing search for funding sources.
(6) Involving parents, care givers and the rest of the community in the activities and concerns of the system is often difficult, requiring continous planning and initiative.

From the point of view of the parents and children in the program, the primary limitations of participating in a family day home system are as follows:

(1) There are a limited number of different, individual day homes from which to choose.
(2) Because of the wide age range and small number of children in each home, there are not as many opportunities for peer group experiences as in a center.
(3) If there is no day home in the area, transportation must be arranged.

There is another point of view which must be considered in the establishment and support of family day home systems -- the community's. A community has much to gain from a successful family day home system:

(1) Supervised care for young children who are often not accepted into a day care center.
(2) Increased awareness in the community of effective child development practices.
(3) Decrease in child abuse and neglect due to availability of adequate day care.
(4) Creation of jobs within the community for day home care givers and administrative personnel within the day home system.
(5) Greater opportunity for parents with preschool and school aged children to seek employment, especially in rural areas which cannot support a day care center.

13

I. Eight Texas Family Day Home Systems: Addresses and Directors

1. Catholic Charities, Diocese of Fort Worth, Inc.
1404 Hemphill
Fort Worth, Texas 76104
(Mr. Clement Constantine, Director; 817/921-5381)

2. Child, Incorporated
818 East 53rd Street
Austin, Texas 78751
(Mr. Jim Strickland, Director; 512/451-7361)

3. Day Care Association of Metropolitan Dallas
3107 Routh
Dallas, Texas 75201
(Ms. Madeline Mandell, Director; 214/747-4206)

4. Day Care Association of Fort Worth and Tarrant County
2807 Race Street
Fort Worth, Texas 76111
(Mr. John Widner, Director; 817/831-0374)

5. Neighborhood Centers--Day Care Association
5005 Fannin
Houston, Texas 77006
(Mr. Malcolm Host, Director; 713/524-2944)

6. Economic Opportunities Development Corporation
Post Office Box 9326
San Antonio, Texas 78204
(Ms. Blanche Russ, Director; 512/226-6232)

7. San Patricio County Committee on Youth Education and Job Opportunities
624 Avenue B
Sinton, Texas 78387
(Ms. Carol Ashbaugh, Director; 512/364-4155)

8. Waco Family Home Care Agency
1524 Washington Avenue
Waco, Texas 76702
(Ms. Norma Podet, Director; 817/753-0173)

II. EIGHT TEXAS FAMILY DAY HOME SYSTEMS: FACTS AND FIGURES

System	Operating Budget	Number of Homes	Number of Children	Funding Sources
1. Catholic Charities Diocese, Inc. Fort Worth, Texas	$ 179,000	39	125	1. Title XX 2. Catholic Charities
2. Child, Incorporated Austin, Texas	$ 110,000	20	77	1. Title XX 2. City of Austin through the Human Development Office
3. Day Care Association of Metropolitan Dallas Dallas, Texas	$ 76,000	16	43	1. Title XX 2. United Way 3. Small gifts from private contributors
4. Day Care Association of Fort Worth and Tarrant County Fort Worth, Texas	$ 60,000	18	65	1. Title XX 2. United Way
5. Neighborhood Centers--Day Care Association Houston, Texas	$1,522,600	175	750	1. Title XX 2. United Way
6. Economic Opportunities Development Corporation San Antonio, Texas	$ 230,000	40	100	1. Title XX 2. City of San Antonio
7. San Patricio County Committee on Youth Education and Job Opportunities Sinton, Texas	$ 130,000	30	90	1. Title XX 2. ECDD Contract 3. Sinton Urban Renewal Contract
8. Waco Family Home Care Agency Waco, Texas	$ 235,000	61	178	1. Title XX 2. HUD Funds

III. FAMILY DAY HOME SYSTEMS: A COMPARISON OF SERVICES

PROVIDER	BENEFICIARIES			
Agency	Day Home Care Giver	Children	Parents	Community
	1. Steady income 2. Professional training 3. Understanding and assistance 4. Equipment and toys 5. Reimbursement or commodities for children's food 6. Liability insurance 7. Consumable supplies for children 8. Paid holidays and some vacation 9. Liaison in difficulties or misunderstandings with parents	1. Social services 2. Health services 3. Emergency transportation	1. Social services 2. Monthly newsletters 3. Regular meetings 4. Liaison in difficulties or misunderstandings with day home care givers	1. Increased awareness of child development 2. Possibility of new job openings
Day Home Care Giver	Agency	Children	Parents	Community
	1. Receipt ledgers 2. Parent fees collected 3. Information on children and parents served	1. Child care in proximity to home 2. Individualized attention and activities in a home setting 3. Field trips 4. Nutritious meals 5. Environment with social interaction among children of various age groups, races & economic levels	1. Flexible day care operating hours 2. Freedom to seek employment or training 3. Assistance in understanding and coordinating child rearing practices 4. Reliable, safe and healthy child care	1. Care to children of the area 2. Revenue generated by increased employment

PROVIDER	BENEFICIARIES			
Community	Agency	Children	Parents	Day Home Care Giver
	1. Resources for recruitment 2. Moral and monetary support 3. Volunteers 4. Available social services	1. Activities for field trips 2. Feelings of acceptance and importance	1. Recognition of need for child care services	1. Public facilities and resources 2. Recognition and acknowledgement of good performance

WHAT IS QUALITY FAMILY DAY CARE?

Relationships Within the Day Care Family

Quality family day care is the open arms, heart and mind of a mother substitute who cares for the young child whose parents are gone part of the day, on a regular basis. It is loving and being loved in a family situation beyond his own; it is having his siblings with him as he would in his own home. It is exploring and molding new relationships with "day brothers and sisters," with relatives and friends of the day care mother, and with children in her neighborhood.

It is having a real "home away from home" where he may be himself, may feel special to other members of a family, and may find out who he really is through interaction with a steady, consistent, small group of other young children who are loved by the same day care mother.

It is being the way he feels when he feels it: shy, loving, frustrated, victorious, angry, cuddly, independent, curious, cooperative, confused, pensive, loud, giggly, artistic...human. It is having the freedom to explore the environment on his own time: a swing to dangle a leg on, a tunnel to wiggle through, a hole to dig, sand to sift, water to blow bubbles in, a box of toys, a shelf full of books, a foamy bathtub, animal songs on the record player. It is, most importantly, the laboratory where the child's introduction to life is continued in the context of a warm and loving family, where he learns to care for, love and feel responsibility for others as well as himself.

Quality family day care is the home where a school-age child feels comfortable after the school day is over. It is the place where he can express his joy or frustration with the events of the day and know that the heart, as well as the ear, of his day care mother is hearing what he has to say. It is where he has the security of a warm reception from his after-school family, and where he is safe and happy until his parents call for him.

Relationship Between the Natural and Family Day Care Parents

Quality family day care offers parents the freedom to stay as long as necessary to chat with the day care mother and relax before taking their children home. It is the children seeing this cooperation and friendship between their parents and the day care mother, and learning from it who shares the responsibility for their growth. It is the place where parents may leave their children for emergency twenty-four hour care, should the need arise, and where they know that their children will be secure even when an unexpected situation keeps them separated for longer than usual.

It is a relationship of confidence between individual parents and the day care mother, where each is respected and treated uniquely, and where problems may be shared and understood. The day care mother, her children, and their families become, in a real sense, an extended family. Because of the day-long, ongoing interaction between day care mother and children, and the close relationship possible between real and substitute parents, parents are able to learn in depth how their children behave when they are away from them. The day mother is responsible for communicating not only the child's behavior, but his spoken and unspoken concerns, so that both mothers can do everything possible to help the child understand himself and mature.

The family day care mother is a flexible person; she respects the individuality of the parents with whom she deals; and should a conflict arise, she respects their values in the handling of their child.

Because of the immeasurable worth of the lives entrusted from one parent to another woman's care, there is reciprocal trust and admiration between the real and substitute mothers; and mutual confidence and encouragement are openly expressed between them.

The Child's Uniqueness in the Family Day Care Setting

Family day care is a wide choice of mother-substitutes, homes, and lifestyles, which make it possible for the natural parent to find a family day care environment compatible with her idea of how her young child should be cared for and which values should shape his upbringing.

The basic premise of the family day care mother is that the child's first years are so important that they should be formed, above all, with love. A corrolary to this is the belief, lived out in practice, that each child is his own self and his uniqueness will be respected and encouraged.

In a warm family setting, the emotional maturity of each child is given the greatest opportunity for development. The child who needs more love and attention can get it, and not feel lost in the crowd. Because feelings may be expressed openly and immediately, each child learns to accept and deal with his own emotions and those of his day family members. Caring and sensitivity are enhanced when anger, joy, frustration, moodiness can be dealt with personally at the time of need.

The family day care mother avoids labeling children; rather she expresses positive expectations and praises the child for both quiet and glorious triumphs. The mood is catching; the other children rejoice, too, in a day brother or sister's accomplishment.

The family day care mother is sensitive to her children's cues, which are answered soon after they are expressed. As a result, there is a lasting closeness between family day care mother and child because their lives have been deeply and intimately entwined.

The family day care mother is flexible to the hours of working parents, some of which are far from the typical nine to five. Some children come at 6:15 a.m. and finish their night's sleep before breakfast; others are taken home at 10 or 11 p.m. to finish their night's sleep. The day care family schedule is flexible and may be continually adjusted so that the needs of each child, as well as the family day care mother herself, are considered. Give and take are keys to keeping a reasonable balance. A nap, for example, can be taken where the child is happiest, at the time when he needs it, providing this does not infringe on the rights of others in the family.

The child has the continual freedom to start and finish projects or activities at a pace comfortable both to him and other family members. He does not live by the clock. Of great importance is the fact that each child has the choice of shaping his time alone and his time with others--a freedom inherent to family membership.

Likes and dislikes in the matters of food, activities and clothes are considered and respected. Decision making can begin very young with such a simple choice as whether to wear the red checked shirt or the blue striped one. At mealtime, a child may have seconds--or thirds. If he is reluctant to try something new, he may help in its preparation and be so proud of his assistance that he cannot resist sampling a bit!

In case of illness, a child in family day care is in familiar surroundings where he may relax and accept direction (i.e., taking medicine, staying in bed) from someone he already trusts. Family day care mothers often meet medical and dental appointments with children. Should there be a special dietary need because of allergy or illness, the day care mother easily provides for it.

It is a place where a boy without a father may relate to a father substitute from time to time, or perhaps to a nearby grandfather. It is the place where an only child has brothers and sisters with whom to learn the struggle of life before he faces it in a kindergarten class of 30 of his peers. It is the place where, through role-playing, he learns and reflects the identities of various members of the family. As one three-year-old child said after the arrival of a new baby at his daytime home, "If I take my teeth out, I will be a baby."

Learning in the Family Day Care Setting

What may be learned in a home situation? Appropriate behavior both in and away from the family, such as at friends' homes, in the library, at the market, or on a trip to the zoo. Confidence in himself as a person, little though he is, who can relate to an ever-wider range of people as he grows up. Safety in life situations, such as walking along the sidewalk next to a traffic-filled street, crossing an intersection, riding in the car, pedaling wheel toys down the block, or swimming in someone's pool. Respect for the privileges, rights and belongings of others, as well as for their special needs: a cast for a broken arm, orthopedic shoes, eye-glasses. Responsibility around the home: discarding banana peels in the wastebasket, dressing himself, helping a younger child button his shirt, setting the table, sponging up spilled juice, picking up toys at the day's end.

The freedom to work on personal, creative activities over a long period of time has been mentioned. There are other advantages to the home setting when it comes to creative learning: materials are available when the light goes on in the child's mind; projects may stimulate different abilities and interests in children of different ages; creative materials may be used in innovative ways, not just in 'book' ways. At 9:30 a.m. on a steaming summer day in the back yard, finger paint may become body paint to be washed off in the wading pool before lunch.

The entire home is an environment for learning. In the kitchen, a child learns how to dismantle and reassemble a metal coffee pot, or how to stack the multitude of pots and pans found on the bottom shelf. In the bathroom, he learns to wash his hands as soon as he can climb onto a stool and turn the faucet on without scalding himself; here he also learns that the toilet is the appropriate place to use when he is old enough physically and emotionally to give up diapers. In the living room he learns that magazines have a home on the coffee table when they are not being read.

Relationships in the home have already been discussed, but there is one aspect which relates directly to learning that may well be mentioned here. A child frequently brings a truck, doll, wheel toy or book from home. Another child will often assume that anything which crosses the threshold of the day care home is common property. Herein may be found several ways of handling one of life's difficult lessons: In one home the child may either "protect" his toy by putting it in a safe place away from the other children or, if he chooses to have it "down," must be willing to share it from time to time throughout the day. In another home, he may have the right to physically possess his toy all day long and deal with the other children's eagerness to have it shared in some manner agreeable to all the children. Often, as the others allow him the freedom to clutch his precious toy or book, he eventually becomes able to share it. In still another home, a day mother may find that toys brought from home cause continual hassling, and may ask parents to see that the children's personal toys remain at their own home.

A day care mother may refrain from intervening in children's disputes unless someone's safety, physical or emotional, is threatened, because she has learned that conclusions to such struggles are often swifter and more successful when they come through the antagonists themselves than when they are imposed by an adult.

The Family Day Care Mother Herself

The family day care mother realizes her limitations in the number of children she is able to care for, and she has a choice to whether or not to accept a child into her family. Her time, emotional makeup, abilities, and the number of children she already has all play a part in this, as well as her right to decide whether a given child will fit in with the family she has at the moment.

She realizes her worth, believes in what she is doing, and does it well; she knows that the intangible results of her care and love are happy, capable, creative, and, above all, loving children.

* * *

Distributed by WATCH
(Women Attentive to Childrens' Happiness)

P.O. Box 1901
Altadena, CA 91001

A SELF-HELP ORGANIZATION OF FAMILY DAY CARE MOTHERS AS A MEANS OF QUALITY CONTROL*

June Solnit Sale
Pacific Oaks College
Pasadena, California

Many day care professionals have dismissed family day care, as it exists today, as a viable alternative of delivering child development services because of the difficulty of guaranteeing quality control. However, a self-help organization of family day care mothers has the ingredients necessary to provide an effective method of working toward developmental programs for children and their families using this service. This form of out-of-home, non-relative child care is usually invisible, informal, largely unlicensed and provides almost 80% of the services to families and child in need of this type of program.[1,3,4,5,6] Because family day care is a neighborhood phenomenon and often is an informal arrangement made between friends and neighbors, it defies institutional monitoring and control (where it exists in a natural setting). It gains a good deal of its strength because it attracts women who are not paper pushers, or products of some of the *don't touch children* schools of education. This is not to say that this form of care doesn't need support, improvement and education; rather, it is to say that the traditional forms of supervision and evaluation do not work toward this end. Although the initial thrust of an organization of family day care mothers may not be the improvement of children's programs, the end result may be just that. In the Pasadena, California, area, the outcome of a group of family day care mothers working together has been increased visibility and improved child care. This paper will describe a self-help organization of family day care mothers, WATCH (Women Attentive to Children's Happiness) which has succeeded in (1) helping family day care mothers and the community recognize the importance of the children's services offered; (2) providing opportunities to learn techniques and methods of child rearing from each other, as well as from trained personnel; and (3) initiating cooperative support systems to better their lives and those of the children in their care.

History of WATCH

WATCH was conceived when the staff of the Community Family Day Care Project (funded by the Office of Child Development Demonstration Project OCD-CB-10) prepared for the Demonstration's termination. As happens in most federally funded programs, there was a year-to-year funding crisis that was put to rest after two and one half years of support from OCD. We planned for our demise, then, almost as soon as we were funded. The Community Family Day Care Project was initiated in August 1970 by Pacific Oaks College in order to examine family day care and its potential for delivering developmental services for young children. What we found, we liked.[6,7,8] We as a staff also found ourselves becoming family day care advocates, not objective researchers but defenders of women who were providing services that in no way reflected the pitifully small monetary rewards they were receiving. At professional meetings, project staff were always defending the kind of care provided by Pasadena family day care mothers and it was as if we were talking about *special* women who had been *creamed* from an unusual community. Usually those who questioned us had never been inside a family day care home and expected a family day care mother to be the *old woman who lived in the shoe* who tied children to bed-posts, forced an extraordinary amount of TV on the children, *gave them some broth without any bread, and spanked them all soundly and sent them to bed.* This was not what we found or wrote about. As we traveled, communicated with and met family day care mothers in other communities, we became more convinced that women like the women with whom we worked might be found in any neighborhood. It became clear to us that the family day care mothers themselves could best dispel the myths spread about them. They had to become more visible.

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*Paper presented at the 51st Annual Meeting American Orthopsychiatric Association in San Francisco on April 11, 1974

The Community Family Day Care Project provided the opportunity for bringing small groups of family day care mothers together for the purpose of discussing strengths and weaknesses of this type of child care. The act of bringing 5 or 6 women together in the Project office resulted in other informal get-togethers, pooling of resources, exchanging of equipment, helping with vacation times and lots of telephone calls outside the program. During this time, the staff and Pacific Oaks students observed an improvement in the self-image of the women and the quality of programs offered parents and their children. Indeed, the family day care mothers wanted more than their own small group meeting; they wanted the opportunity to meet the total membership of the Project, to meet as a whole. They wanted to compare notes, find more friends, assist each other and learn ways of coping with common problem situations. The staff quickly recognized that the women themselves could and would often provide assistance most needed to improve the quality of life for themselves and those in their care.

By the time the Project had been six months under way, the family day care mothers asked for assistance in planning and establishing an organization to meet their needs. This was the outcome of bringing the total group of 22 Project members together to discuss the issues of a renewal application to OCD. The Project staff took steps to develop a climate in which an organization of family day care mothers could emerge:

-circulation of membership lists, as well as biographies of Project family day care mothers being published in a monthly bulletin

-a pilot class offered by Pacific Oaks College developed for family day care mothers

-social get-togethers where family day care mothers could begin to know each other in a relaxed and informal setting

-home visits by staff members to talk about the possible implications of forming an organization.

Meanwhile the staff grappled with another concern. We knew from previous experience that the ongoing support and guidance of a trusted organizer was a requirement for the making of an enduring organization. Since the Project had a limited life and paid staff would not be available, three staff members agreed to volunteer the needed assistance to encourage the growth of the organization when funding was stopped.

Therefore the staff assumed a variety of roles during the evolutionary process of the self-help organization. For purposes of clarity, this paper will describe the hisotyr of the organization in two separate parts (although there were many overlaps) -- during the life of the Community Family Day Care Project and after the termination of the Project.

During Project

The conceptual framework upon which the organization was based is well stated by Stinchcomb[9] when he points out that the fundamental problems in starting new organizations are to concentrate sufficient resources in the hands of leadership and to recruit, train, motivate and organize personnel into a structure that will function more or less continuously. The staff assumed the task of providing the setting for individual family day care mothers to reveal their strengths and expertise so that leadership would evolve and grow. Further, we attempted to help the women set achievable, concrete short term and long range goals. (The family day care mothers and staff obtained invaluable insight and assistance from Paula Menkin* and Warren Haggstrom**[2] in examining, establishing and implementing our plans.)

During the last six months of the Community Family Day Care Project, a staff member was hired for the express purpose of helping the fledgling organization become independent and strong. It must be said here that trying to telescope plans and action into a set time-table was impractical -- helping to form and build an organization takes time and patience. (We had the latter, but not the former.)

The first meetings of the organization that were held were staff-controlled in the sense that family day care mothers were assisted by strong directions from staff members. The staff convened the first meetings, suggested agendas, helped to focus on the goals for the organization. Family day care mother leadership emerged, and it was apparent their fine sense of humor and common-sense approach to problem solving would work toward organizational endurance. The original framework which was suggested by the 17 women who attended the first meetings was a loosely structured executive committee that provided for revolving responsibility for chairing and conducting meetings and business. After four meetings, the family day care mothers found this unworkable and wanted a more traditional, year-to-year officer-type organization with a constitution, by-laws, dues and an identity.

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** UCLA Professor of Social Welfare

The staff assisted in making available a number of different constitutions from a variety of other associations and eventually a simple document was composed for the membership to vote upon. It was unanimously passed by the 24 members that had by then been drawn to the group. An organizational name was important; the women wanted to be known by a positive, descriptive name. They chose WATCH (Women Attentive to Children's Happiness) from a group of names submitted by members and one family day care mother sketched a baby in diapers that became the emblem for stationary and future bulletins.

Other supports were provided by staff in order to help build WATCH.

-A bulletin that had been produced by the Project was turned over to WATCH; a family day care mother eidotr was chosen by the members and our staff helped with paper, use of a typewriter, mimeographing at Pacific Oaks College and the technical process of gathering together information, writing it up, putting it onto a stencil and then mailing the bulletin.

-The Project toy loan was turned over to WATCH to administer with the assitance of staff.

-A place to meet was provided by Pacific Oaks College. This was to be an ongoing commitment by the College in spite of space problems.

-Cooperative buying was attempted, but the logistics were so difficult that it was given up. Instead, one staff member concentrated on finding stores that carried products of interest to WATCH members and that would give discounts to members of WATCH.

-A no-interest loan fund that had been administered by the Project for the purpose of making environmental improvements for family day care homes was turned over to WATCH.

-The beginning of a back-up co-op was formed. This consisted of identifying women who could "back-up" family day care mothers who became ill, went on vacation or just plain needed a day off.

-The Project had been acting as an information service to large numbers of parents who were in need of child care. WATCH found this service particularly useful to its members and wanted to continue it after the Project closed. This took careful planning and the hiring of a person who could take phone calls, give information and be generally available to parents. Money was raised so that an ad could be placed in the Yellow pages; a woman was hired by a WATCH committee; the Project phone listing was changed to WATCH and, by the time of closing, all calls to the Project were switched to the WATCH Information Service.

-A phone tree was initiated so that the women could communicate with each other quickly.

The most important support given by staff was assistance in learning how to work in committees, to work toward achievable goals. Staff members attended all executive and committee meetings to lend what expertise was necessary. As the Project came to a close, less and less help was asked for or needed.

After the Termination of the Community Family Day Care Project

Upon termination of the Project, the staff members scattered to new jobs. Three of the original group continued their work at Pacific Oaks and were available for continued participation in WATCH on a different and time-limited basis. Our roles changed in some respects and stayed the same in others. We still represented the College and the government to some extent and we found that put us into the role of *experts* and *the enemy* at different times. For example, on a given issue our opinion was asked but our advice was rejected -- not on the basis of merit, but rather in a show of independence. This was now the organization of WATCH members and was no longer an extension of the Project; this brought forth both pride and anger.

Staff members are sometimes considered *models* since it seemed we had more organizational experience than most family day care mothers although, as the organization has progressed, there is little modeling that is necessary. We have served as *guides* and *gatekeepers* in understanding the terrain of the community and opening some of the doors that help to strengthen the organization. Most of all, we are now listeners, participants, members and even an officer of WATCH. (One of the shyest and least pushy members of the staff was elected vice-president of WATCH at its most recent election. Interestingly, she is the only Project member who is an elected officer.)

WATCH members continue to publish the monthly bulletin. (It has been requested by groups all over the country.) An electric typewriter was purchased, after a fund-raising project, in order to make the cutting of a stencil a bit easier; Pacific Oaks still provides the use of their mimeographing machine. The toy loan has continued, but it is limping along; the problems of breakage and over-use by some members has become a point of concern at meetings. The phone tree operates efficiently, as does the back-up co-op and no-interest loan fund. The information service handles many calls each day and one person has managed the coordination since it began. Problems have arisen, but they are seemingly easily handled by an information service committee. WATCH continues to meet at Pacific Oaks on the second Monday of each month.

Accomplishments of WATCH

The accomplishments of WATCH are many considering its two and one half years of existence. The membership has grown to 53 paid members including 21 members of the original Community Family Day Care Project; average meeting attendance is 25. WATCH has served to make family day care a visible alternative to center care of children in the Los Angeles area.

WATCH members have participated in several day care conferences. They are vibrant, articulate and marvelous salespersons for family day care. In fact, one family day care mother participated in a panel at the Galveston Orthopsychiatric meeting held in 1972. The president of WATCH has been asked to serve as a vice-president of the Pasadena Child Care Consortium; members have been asked to serve as consultatns to a newly formed group of family day care mothers in a nearby community; they have been asked to testify as experts before the Monrovia City

Council when licensing was discussed. In addition, WATCH has signed a letter of intent in order to participate in a Dubnoff Center for Child Development and Educational Therapy proposal to help with early identification of vulnerable children.

WATCH members have been on several local TV and radio shows as well as featured in newspaper stories.

As a group, WATCH members have written two position papers--both in response to direct problems that they have squarely faced. The first paper, *What Is Quality Family Day Care*, was in response to a number of criticisms of family day care that have been carried by the media. Members were especially confounded by the *WINDOWS ON DAY CARE* booklet published by the Council of Jewish Women. The picture of family day care described by Mary Keyserling was not the programs the women knew, although they were aware that it was possible to find homes where children were mistreated or lacked the kind of attention they needed. WATCH, in a sense, was the answer to this attack and members decided that they needed to put into words what they felt quality family day care is and should be. The paper starts

> *Quality family day care is the open arms, heart and mind of a mother substitute who cares for the young child whose parents are gone part of the day on a regular basis. It is loving and being loved in a family situation beyond his own; it is having his siblings with him as he would in his own home. It is exploring and molding new relationships with 'day brothers and sisters', with relatives and friends of the day care mother, and with children in her neighborhood.*

The paper goes on to outline the components and standards for a developmental and individualized program for children of all ages. This lovely paper was edited by Pam Hasegawa after extensive meetings and discussions with many WATCH members.

The second position paper was on the subject of discipline. The need for the paper arose from a situation in which a parent claimed that her toddler had been mistreated by a family day care mother, who was a new member of WATCH. After a thorough investigation, it was impossible to determine what the *true* story was: on the one hand there was a distraught pregnant mother who had not told her husband of her need to place their child in some form of care for a few hours a day because she was overtired and very nervous over the impending birth of her second child. On the other side was a family day care mother with little experience in caring for another person's child and who claimed that she had talked to the pregnant mother about the inappropriate way the child was being punished in his own home and being brought to the family day care home in a bruised condition. The problem was raised at a meeting of WATCH and several actions resulted. The new family day care mother was visited but, because of the incident, she stopped caring for children in her home and withdrew her application for a license. A follow-up visit was made to the pregnant mother by staff members in order to see if another home could be found for her child. It was also decided that a paper on discipline should be written that would state WATCH's position and that would be given to each new member of the organization. The first draft of the paper, which was written by a committee of four, was a self-defense document. It described what should be done if a child is brought to a home in a mistreated or bruised condition. In addition, there was a short paragraph on not using cruel and inhumane punishment on children. The information was useful but upon my urging it was decided that a more in-depth exploration of discipline should be written. The final paper was written by a committee and approved by the membership. It takes a common-sense, humanistic and positive attitude of working toward self-discipline, with as little emphasis on punishment as possible.

A packet consisting of both position papers and other informative materials is made available to each member of WATCH. This includes information concerning safety and emergency treatment and tax data as well as the constitution and by-laws and a list of equipment that is available through the toy loan.

Another spin-off of the discipline crisis was that the back-up co-op was reemphasized. Family day care mothers agreed that every person who cares for children has a limit in patience and kindness at some time. Should a family day care mother feel that she is reaching that point, she now feels free to call a neighboring member to talk, perhaps visit, or arrange for the care of her children by another member in order to have a few hours of time alone.

Pacific Oaks has continued to offer extension courses that can culminate in a family day care certificate for members of WATCH. Attendance has been less than spectacular since the closing of the Project, but not from lack of interest. We have been told that evening meetings are tough after a 10-hour day and we can appreciate that. Daytime courses are difficult to attend because of the need for a substitute to care for the children. This semester we plan to offer a week-end workshop. Family day care mothers tell us that this will fit their time constraints best ... we will see. In spite of the difficulties, six family day care mothers have received their family day care certificates and three more will complete the requirements next semester.

The content of WATCH meetings vary each month, with an emphasis on business one month and educational and informational discussions the next. The business meetings provide a time for the standing and ad hoc committees to do the work they have established for themselves and to report to the membership on their progress. The educational meetings have diversity with guest speakers such as an attorney speaking about legal responsibilities of day care, an accountant discussing tax problems of day care families, a nutritionist helping to plan good diets for children and adults, a pediatrician exploring child development, and a number of workshops conducted by family day care mothers who have special talents and expertise in such areas as crafts or working with babies or how to present science experience in a home setting.

There are several givens when a member attends a WATCH meeting: (1) it is informative; (2) it is always pleasing to the palate since there is a selection of weight watcher fruits and homemade goodies served; (3) it is always good fun and laughter; and (4) if there is a day care problem with a child or a parent, there are opportunities for discussion and problem solving.

Problems

One of the perpetual problems that almost any organization faces is that there are *doers*, *non-doers* and *un-doers*. WATCH is no exception. Our staff members still worry about the building of an elite group, leaving the least articulate out of decision making and perhaps losing those members who most benefit from working together as a group. The membership presently represents widely divergent age grouping, cultural background and socio-economic status. We feel guilty about the little time we spend in helping to encourage the shy and withdrawn women who need a bit of assistance in bringing out ideas that are practical and good. Our good intentions of last year to provide ongoing support to the organization often get lost in here-and-now stresses of our daily jobs.

There has been considerable pressure from without, and at times from within, that all members of WATCH should be licensed family day care mothers. We know that there are few unlicensed members (most have gone through the licensing process since they have joined WATCH), but the importance of keeping the group open to anyone who wants to join (even staff members) is a point of contention that seems to crop up often. There are those who feel that licensing guarantees quality; there are those who know it does not. Staff members know most of the members; programs and, often, standards and quality are in the mind of the beholder. Time and again, the point is made that the purpose of WATCH is to provide quality care for children by including rather than excluding all of those interested in achieving this end. We are not sure what will happen to this issue, but it does raise another important point for consideration.

The organizers of an association generally have their own ax to grind. Coming from an educational institution, our axes had to do with providing *education* for all who are concerned with the care of children in their homes. We knew that there are probably twice as many unlicensed as licensed family day care homes, and in our experience it made no difference as to quality if the home were licensed or not ... good and bad may be found in either case. We have been communicating with other family day care organizations around the country and have noted that those organized through welfare departments have a different approach. They draw from licensed family day care and exclude the unlicensed women. That is not to say that there is not a need for both apporaches; they are simply different and should be considered.

Another problem has arisen from the fact that some family day care mothers have joined WATCH with the idea that they will receive an unlimited number of referrals from the information service. When this doesn't happen, they are angry. Of the 53 members there seem to be five or six who do not want to attend meetings and do not participate in the group meetings. Some members of WATCH want to return their membership dues and read them out of the organization; the majority are attempting to interest them in attending at least one meeting in the hope that they will become interested and participate in the growth of WATCH.

Conclusion

In describing the growth and development of WATCH, the common sense approach of family day care mothers comes forth again and again. An organization was formed that meets the unique needs of women who care for children. They work all day and have night meetings low on their priority list, yet they have pulled together to pool their efforts to educate and better the quality of life for themselves and the children in their care. They have established, with the help of a professional staff, an association that has helped to raise the image of family day care in the community and has made them more visible. By working together in WATCH, most members have developed a sense of accountability for providing developmental services for children and their families. The women have begun by stating their positions, attempting to implement their words into deeds, and extending their ideas and learning. We plan to continue staff support, helping and participating in this self-help organization; we cannot just WATCH!

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VOUCHER PAYMENT IN CALIFORNIA

VOUCHER PAYMENT IN CALIFORNIA:

A REVIEW OF THE PUBLIC POLICY ISSUES RAISED BY THE USE OF VOUCHERS AS A CHILD CARE PAYMENT SYSTEM

POLICY CONCLUSIONS ON THE USE OF VOUCHERS AS A CHILD CARE PAYMENT SYSTEM BASED ON A PUBLIC HEARING HELD IN SACRAMENTO ON JUNE 21, 1977

Governor's Advisory Committee on Child Development Programs
915 Capitol Mall, Room 260
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VOUCHER PAYMENT IN CALIFORNIA: A REVIEW OF THE PUBLIC POLICY ISSUES RAISED BY THE USE OF VOUCHERS AS A CHILD CARE PAYMENT SYSTEM

TABLE OF CONTENTS

A. Introduction 4
B. Summary of Policy Recommendations 5
C. Child Care Vouchers in California: Some Definitions . 6
D. Policy Recommendations and Summary of the Public Hearings
  Consumer Choice/Parental Control 8
  Program Components 9
  Need and the Place of Vouchers in the Current Subsidized Child Care System 11
  Money 13
  Regulatory Issues 15
E. Appendix
  List of witnesses, 6/21/77 Public Hearing on Voucher/Vendor Systems 17
  Witness questions for 6/21/77 Public Hearing 18

INTRODUCTION

At the request of the Governor's Office, the Governor's Advisory Committee on Child Development Programs held a public hearing on June 21, 1977, in Sacramento, to discuss voucher/vendor payment systems as a way of delivering subsidized child care assistance to eligible children and their families.

The hearing resulted from controversy at both state and local levels about the design of the delivery system for subsidized child care. The Santa Clara pilot Study and the Alternative Child Care Programs funded under AB 3059/76 have both focussed the attention of policy makers on the differences, inequities and costs among various child care delivery systems.

Governor Edmund G. Brown Jr., has expressed concern for cost-effective expansion of child care resources to serve more children and strengthen parental choice, which has led to the examination of voucher/vendor systems of payment as a possible vehicle for expansion of services. Various legislators have recently looked at voucher type delivery systems as a policy issue in order to achieve specified values in the child care system (for example, parent choice or utilization of the private sector), or as a device for faster expansion of subsidized child care.

This report contains a summary of the June 21, 1977, public hearing, which provides information as to the opinions of parents and providers about the delivery system options in child care. The Governor's Advisory Committee has arrived at some policy conclusions about delivery system payment types, which provide a set of assumptions and guidelines upon which the state of California can provide expanded child care resources.

Invitations to the public hearing on voucher/vendor payment systems were sent to all state agencies involved in children's services delivery, to existing voucher/vendor child care delivery systems, and to the Governor's Advisory Committee mailing list of individuals and organizations interested in children's services issues. A copy of the list of questions to which witnesses were requested to respond, as well as a list of the witnesses who appeared or submitted testimony, are found in the Appendix section of this report. Twenty-seven persons and groups testified at the hearing on June 21. Ten persons testified at a pre-hearing held in Eureka, Humboldt County, on June 9. Twelve persons and one summary group representing six providers submitted written testimony for inclusion in the summary of the hearing.

The hearing information has been organized into five subject areas: 1) Consumer Choice/Parental Control; 2) Program Components; 3) Need and Place of Vouchers in the Current Subsidized Child Care System; 4) Money; and 5) Regulatory Issues. Under each subject area, the opening paragraphs contain the policy recommendations of the Governor's Advisory Committee on Child Development Program. These policy recommendations are the judgments of the Committee and may not be construed as the concensus of the public hearing. Below these recommendations under each subject heading is a summary of the comments delivered at the public hearing and through the written testimony.

SUMMARY OF POLICY RECCOMMENDATIONS

1. The Committee [illegible]

[illegible]

where necessary.

6. The Committee believes the vocational [illegible]

[illegible]

CHILD CARE VOUCHERS IN CALIFORNIA: DEFINITIONS

The idea of using vouchers or other payments to families to provide public goods and services has existed for many years. Most advocates like to call upon the ghosts of Tom Paine and Adam Smith in claiming the longevity of the voucher notion, but a more appropriate beginning for current interest in vouchers came with Milton Friedman's *Capitalism and Freedom*, published in 1962. There Friedman proposed vouchers for schools, the area in which the general issue of vouchers has been most hotly debated. But vouchers have been proposed and actually implemented in a variety of other areas: the food stamp program is a voucher scheme; there have been experiments with vouchers for housing; and the federal subsidy of 20% of child care costs through the income tax system is essentially a voucher for child care.

Voucher and vendor systems have a substantial place in California's provision of subsidized child care, in addition to the approximately $100 million annual expenditure of state and federal funds for child care in programs directly administered on contract with the State Department of Education. Below find some definitions of the types of programs we will discuss in the report, followed by descriptions of the various types of voucher or vendor-child care payment systems currently in operation in California.

1. DEFINITIONS

A. Voucher: A payment or coupon which may be redeemed for child care services. The characterization of a voucher is: individual use of the voucher in a setting selected by the parent; restricted use of the voucher for child care only; the lack of a prearranged contract between the agency and the provider; and the unlimited number of providers who, by complying with the payment agency's regulations, are eligible to redeem vouchers in exchange for proof of services provided.

B. Vendor Payment: A payment, or contract, to a provider for a defined amount of care provided at or below a defined unit cost. Contract allocations or appropriations are transferred after the provider has fulfilled specified contract agreements. Individual program expenditures are categorically approved, but are not subject to item-by-item control. The commitment is to creating specific number of service slots.

C. Voucher/Vendor Payment Systems: The range of funding systems possible is a broad continuum from a classic voucher coupon to a rigid vending contract. All payment systems consist of regulations concerning client eligibility, provider eligibility, subsidy schedule, parent fees, and the rate of reimbursement. The extent of control over a program's individual budget, the extent of parent control over program selection, and the identity of the payee in the reimbursement system will determine whether the program is classed as a voucher or vendor payment program. In this report, all systems which do not constitute direct program subsidy are referred to as "voucher/vendor" payment systems.

D. Program Subsidy: Payment to an agency for making a specific type of service available. Payment is determined in relation to the actual operating costs of the program, although that full cost may not be completely subsidized. The contract is with the agency, and the contractor is traditionally involved with such things as management capability, financial capability, and performance reviews. The contractor usually performs both program and financial audits.

2. VOUCHER/VENDOR SYSTEMS IN CALIFORNIA

A. Income Tax Credit: Parents who purchase child care may receive a tax credit of 20% of the expenses spent on dependent care while they work. Eligibility for such credit has an upper limit. In 1975, approximately $30 million in deductions were taken through the income tax system; this figure has no doubt risen sharply as the deduction was changed to a credit.

B. Alternative Child Care Program, AB 3059/76: In 1976, the Governor proposed and the legislature implemented an alternative child care program with goals of testing potential cost-reducing child care alternatives, providing a broad range of choices for parents needing publicly subsidized child care services, addressing unmet child care needs in communities throughout the state, and identifying workable alternative child care practices which might be replicated in other areas. The program was initially funded at the level of $10 million, and has been augmented to a level of approximately $17 million in the 1977/78 funding year.

$3 million of the original $10 million funding was specified for voucher/vendor payment expenditure, and 2,769 children served through this portion of the program. Nineteen agencies were funded during the 1976/77 program year, and this number has been increased to twenty-one agencies for the 1977/78 program year. People wishing further information about this program may request copies of *The Alternative Child Care Program, 1976-77*, from the Governor's Advisory Committee on Child Development Programs, 915 Capitol Mall, Room 260, Sacramento, CA 95814; and copies of *Alternative Child Care Programs, 1976-77, a Report to the Legislature*, from the State Department of Education, Office of Child Development, 721 Capitol Mall, Sacramento, CA 95814.

C. Standard Agreement Contracts: The State Department of Education maintains forty-two contracts with county departments of welfare (1975-76 figures) to provide child care services to welfare recipients. Under the terms of these contracts, the county welfare departments may provide direct services, issue vouchers to eligible parents or make vendor payments to care providers. The majority of the contracts are expended as vouchers to purchase care from family day care homes. In some counties the money is used to provide respite care and other emergency child care services. In 1975-76 an estimated total of 5,072 children received care under these contracts.

D. Pilot Study: In 1973, the Legislature authorized a pilot study to develop and test a coordinated child care delivery system in one county. This study was begun in 1975 in Santa Clara County and was to be completed by June 30, 1977. In 1975-76, the experimental child care delivery system provided child care for 1,200 families, through various voucher/vendor arrangements. The pilot study is supported entirely from a state appropriation. A complete report on the pilot study will be issued early in 1978. The voucher/vendor payments have been continued to those families eligible for subsidy under state regulations for subsidized care for the 1977/78 program year, although the data gathering portions of the research project are complete.

E. Income Disregard: Recipients of Aid to Families with Dependent Children (AFDC) report all earned income received in the month. From this income, the recipient may deduct all expenses attributable to earning the income, including child care costs. Only the income left after work-related expenses are deducted is subtracted from the AFDC grant. The amount of work-related expenses deducted for child care expenses must be verified by the county. 33,406 families involving 57,368 children received care subsidized through this system (1976 figures). The vast majority of the children (39,368) receive care in family day care settings. Federal law and regulations are silent as to the quality of care delivered through this system, and although California licensing requirements apply for this form of care, those requirements are not always monitored by welfare departments.

F. WIN child care: AFDC recipients enrolled in the Work Incentive Program (WIN) who receive job training, employment counselling and job placement efforts are also eligible to receive reimbursement for their child care expenses. Under these provisions, 4,524 children receive child care funding (December 1976 figure).

CONSUMER CHOICE/PARENTAL CONTROL

[illegible]

[illegible]

[illegible]

CONSUMER CHOICE/PARENTAL CONTROL:
Summary of the Public Hearing

Voucher/vendor systems utilize the diversity, initiative and creativity of the private sector and help maintain the wide variety of kinds of care which ensures a family support system responsive to the diversity of families in our society. Vouchers expand parental options for the kind of care which serves their child and family needs and gives parents a greater responsibility for their children's growth and education. Voucher/vendor systems allow flexibility so that child care arrangements can change as the child and family needs grow and change. One witness summarized the testimony of most: "Child care...is never appropriately delivered to all people or all communities by only one method."

Voucher/vendor systems strengthen local operators in the private market, providing a broader funding base for the programs. This is particularly vital in moderate to low income areas, where the ability of child care providers to survive is frequently in question, because the local community cannot afford the full cost of good care. In rural areas and other places where families may be geographically isolated, voucher/vendor programs provide a way to initiate and/or fund small centers or homes to serve needs that are difficult to meet with directly administered center programs.

Racial and class segregation is now severe in child care. As long as housing is segregated and parents want their children cared for near their homes, then some segregation is unavoidable. However, in center care and in existing child care homes, voucher usage allows lower income parents the option of selecting those care sites currently serving parents able to pay full cost, and thus to reduce segregation. Many witnesses mentioned the integration of children, economically, socially and inter-culturally, as a critical social and educational need, in both majority and minority groups. This integration should be an independent goal of any child care delivery system.

Many witnesses expressed the belief that voucher/vendor programs would lead to expansion of resources available in the private market, *on the condition* that licensing difficulties are resolved and start-up funds are available for new centers and homes. One witness who had had long experience with a voucher program, indicated that the use of vouchers did lead to expansion of resources in the local community. This expansion came in a rural area where the subsidy initiated a variety of homes and small centers under private auspices in areas where private resources were scanty and economic conditions marginal.

PROGRAM COMPONENTS

The Governor's Advisory Committee believes that voucher systems require community education in order to provide parents with the ability to select among options. Further, the focus of Committee recommendations is on the values of parental choice and utilization of the existing mixture of resources. In order to create a delivery system which supports these values, *the Committee believes that resource and referral mechanisms must be available where vouchers are being utilized.* Resource and referral agencies are essential to every community to strengthen, coordinate and effectively utilize child care services. These agencies, where they exist, must have adequate resources to serve voucher client systems, and the State should continue to build upon the network of local resource and referral agencies.

Where separate resource and referral agencies do not exist, the voucher program should have within its own administrative structure resources to provide resource and referral services. This should not preclude the creation of joint voucher/resource and referral agency complexes, where the resource and referral component serves the entire community.

PROGRAM COMPONENTS:
Summary of the Public Hearing

The clearest agreement in the hearing was that resource and referral functions must be availble in conjunction with voucher programs, either as a program component or as a separate program. This issue is discussed below. In addition, however, many witnesses spoke to the program components which must be available in the voucher/vendor program alone. Several witnesses spoke to the critical needs for support services in low income areas, both to families where stress is often present and adult time in the home at a minimum, and to providers whose economic resources are not great. The program components most often mentioned were:

- capital outlay and start-up costs
- ongoing program development, including facilitation of new programs and licenses, training and technical assistance (where these are not provided by a resource and referral agency in the immediate community)
- family outreach and support
- parent education
- facilitation of health screening, including provision of access to mental health and social service resources
- facilitation of supportive relations between parents and providers, and liaison among providers
- food and nutrition services, including nutrition education to parents and providers
- support to bilingual program components
- specialized services for abused and neglected children, handicapped children,

There was broad agreement on the role of the resource and referral function with respect to voucher programs, which one witness summarized as: "Good vendor/voucher systems need resource and referral agencies but resource and referral doesn't necessarily need a voucher/vendor component."

There was no clear agreement as to whether resource and referral should be structurally tied to a voucher program or housed in the same agency. However, most witnesses agreed that if housed in the same agency, the management of the referral component should be kept separate from the voucher/vendor payment component. A substantial number of witnesses felt there were potential serious conflicts of interest inherent in joining the flow of information to parents about child care with the flow of funds to providers, especially in low income areas where subsidy is a major element in provider survival. The heart of this argument is that providers should be most sensitive to the needs of parents and children, not the requirements of funding agencies. And the separation of function between payment agency and referral component prevents preferential treatment of centers and homes by the payment agency or the outright assignment of child hours to the centers and homes the agency finds it convenient to work with.

The advantages and products of resource and referral components or agencies include:

- consolidation of information on child care spaces and prices, including referral and possibly follow-up for parents

- centralized needs information on parents awaiting care
- focal point for children's services in the community
- enhancement of parent choice through information and education on maximum available alternatives
- technical support for providers, including coordination among providers, program development, funding information, licensing information, training for providers, and information on social services to parents and providers
- improved client/service match and fewer service vacancies

Further possible functions include centralized buying, newsletters for providers or consumers, group insurance and client eligibility certifications. Some providers expressed at the hearing the need for clearer function descriptions for resource and referral agencies and their relationship to voucher/vendor programs, where that relationship exists.

There was virtually complete agreement that licensing is not compatible with resource and referral functions. Most witnesses who commented on this issue felt there was a serious conflict of interest between the role of provider of support and technical assistance to child care agencies, and the role of monitor of health and safety compliance. If health and safety requirements are to be maintained, this functions should be kept separate and enforced strictly.

A strong group of witnesses felt that neither voucher/vendor programs nor resource and referral agencies have a role in program evaluation of any kind, believing that program evaluation should be a parent/consumer function. "Parents, armed with information and purchasing power, will be far more effective enforcers of community standards than State agents." The role of resource and referral agencies, in this view, would appropriately be parent education for wiser choices.

NEED AND THE PLACE OF VOUCHERS IN THE CURRENT SUBSIDIZED CHILD CARE SYSTEM

The need for expanded child care [illegible] of every program type, is clearly established. California, [illegible] continued to build and expand a system of child care and family [illegible] matter of policy, we believe vouchers to be [illegible] Governor's Advisory Committee believes that voucher [illegible] of funding patterns utilized for subsidizing child care, [illegible] The Committee does not endorse vouchers as the only type of delivery [illegible] of existing child care programs [illegible] with [illegible]

NEED AND THE PLACE OF VOUCHERS IN THE CURRENT SUBSIDIZED CHILD CARE SYSTEM:

Summary of the Public Hearing

Every witness without exception spoke to the overwhelming need for more child care. There is simply not enough subsidized child care in California to meet the need.

Virtually every person who testified agreed as well that voucher/vendor systems as a delivery type should be expanded. No one suggested that it was a poor idea for a payment system. Everyone stressed that voucher/vendor systems play a vital role in creating and sustaining a diverse mix of child care resources at the local level.

There was substantial agreement that voucher/vendor systems should not replace direct subsidy. The subsidized child care program was felt to need the same diversity found in the private market, and that to do so requires both directly administered programs and voucher/vendor systems. Broad choices for subsidized families are needed, and it would be impossible to reproduce the services available in existing child care centers through a voucher/vendor system. Some witnesses felt that some types of subsidized care requiring particularly high start-up and operational costs, such as infant centers and centers serving handicapped children, will continue to need special supports and special funding patterns which would be difficult to structure through voucher/vendor mechanisms. Other witnesses felt that voucher/vendor systems provide the flexibility to use special family day care homes or in-home care for special populations and special needs, and that this aspect of voucher/vendor systems are a strength within the program.

Several witnesses underlined the need to be concerned with the quality of care, not just the cost effectiveness of the care provided under voucher/vendor systems. No one suggested that voucher/vendor systems were preferable because they were cheaper. Indeed, adequate funding per child was seen as a critical element of full choice for parents. One witness summarized the hearing by saying that, "It is crucial to remember that, unless the unit cost is set high enough, we put subsidized parents in the position of being unable to compete in the community for quality child care with parents who can afford space in choice settings. We are . . . relegating subsidized families to inferior care that no one else wants." The hearing frequently was told that even with voucher/vendor payments available, slots are sometimes not available in some areas of the community. In summary, there must be more care available, and voucher/vendor systems must be funded at a level allowing low and moderate income families full access to care that meets their need, from among the choices available in the community. Changes in the delivery system, or a focus on voucher/vendor programs as a part of the delivery system, must be done as expansion occurs, not in the context of replacing currently needed child care settings and programs.

Eligibility guidelines for state sponsored subsidized child care currently restrict enrollment to families with incomes at or below 84% of the state's median income, and once enrolled such families may continue in the program until their income reaches 115% of the state's median income. In addition, enrollment is restricted to families where the adults are working, in training or seeking work, with special eligibility allowances for families where child abuse and neglect is occurring or special needs of the child indicate child care is needed. Once eligibility is established, enrollment priorities are to accept children with special needs first, and to serve the lowest income families first. In practice waiting lists are long, many areas of the state have very limited child care in the subsidized area, and only a fraction of those eligible for care receive it.

This overwhelming need for more child care makes the issue of whether eligibility guidelines are appropriate a difficult one, in this hearing as in all child care discussions. Some witnesses felt there should be no substantial increase in the income range of parents served until the needs of the target groups as currently defined are met. Other testifiers who spoke had special concerns for the 'working poor', who have limited cash income, are not eligible for aid, and are currently last on the list of priorities for subsidized care.

Some witnesses felt that eligibility should be coordinated among all programs, including between subsidized child care and the income disregard program administered through the AFDC program, and between subsidized child care and the tax subsidy available through income tax credits. The goal of such coordination would be utilization of the most appropriate available subsidy by each family, with a smooth transition between programs as family income and other circumstances change.

Some witnesses further felt that eligibility requirements should not be so directly tied to adult employment status. Families and children frequently identify needs for child care based on children's needs, and low income families should be allowed to meet such needs through the use of child care resources. Such needs are frequently met by high income families through purchase of respite or part day care for family-identified child needs.

MONEY

The Committee believes that in order for [illegible] *wage be funding and resources sufficient to* [illegible] *program components* [illegible] *where necessary.* [illegible] *community* [illegible] *distributed according to* [illegible] *existence of health* [illegible] *needs require them.* [illegible] *resources* [illegible]

The Committee [illegible] care. In no other [illegible] care, and it remains [illegible] to people who [illegible] Committee [illegible] a minimum wage [illegible]

In general, [illegible] to the costs for [illegible] is rather [illegible] care and care in rural [illegible] funding levels for a voucher [illegible] the need for [illegible] specialized care for [illegible]

MONEY:
Summary of the Public Hearing

At a minimum, voucher/vendor programs must be funded to equalize the low income family's purchasing power with that of high income families. Several testifiers argued that the state should in fact establish a base operating cost below which the state will not fund child care. This base cost must ensure program compliance with health and safety requirements and ensure program compliance with minimum wage laws and prevailing community wage standards. In addition, some witnesses argued that vendor/voucher programs should be funded sufficiently to ensure equity with child care funded through direct program subsidy. Such direct program subsidies are funded at a level to ensure minimum quality. In order to do likewise, voucher/vendor programs should be funded at a level guaranteeing minimum quality, with additional money to provide the costs of administering the payment system.

Many witnesses argued that voucher/vendor funding mechanisms must include the flexibility to adapt to the variables that influence the cost of care, with rates adjusted to adapt to bilingual needs, service to abused and neglected children, integration of the handicapped, infant care and other special needs. Two testifiers from rural areas made clear that rural program reimbursement rates may need to be adjusted to reflect larger budgets for travel, communications, and parent education.

Cash flow and administrative problems must be addressed if we are to expect full participation from the private market, particularly from the high quality private programs who can fill their vacancies without subsidy. Any vendor/voucher system must be designed so that payments function smoothly and with a concern for adjustment to the administrative capabilities and cash flow needs of small private operators.

Many programs currently funded with direct program subsidies utilize child development tax funds levied locally through school district taxing authority. Several witnesses were concerned that this funding source be preserved and they questioned whether local school districts would be willing to levy child development taxes if a voucher/vendor system replaced current direct program subsidies. And one witness suggested that the funding source represented by local school district taxes should be usable by a wider variety of child care programs whether vouchers become a more widespread program option or not.

Several witnesses shared a belief that center care would disappear as a much needed option without assurances in a voucher/vendor payment program that higher start-up costs and capital outlay costs incurred in center care could be accommodated.

The underlying concern of many witnesses seemed to be that voucher/vendor programs are not necessarily cost effective, although it is clear that cost-benefit analyses have not been done comparing administrative cost, effects on the local private market costs, and other variables. But a carefully designed system which supports the needs of parents and preserves the present quality of care available to children and families may be no cheaper than a direct subsidy system.

One monetary issue was mentioned sufficiently often and with sufficient passion to deserve special attention. Rates of subsidy have a direct effect on wages of caregivers in child care programs and all who testified felt strongly that wages in the child care field must reflect the social importance of the work of teachers and aides. Therefore, levels of subsidy must be set at a level high enough, and administered sensitively enough, to assist private as well as directly publicly subsidized centers to pay decent wages. Direct programs subsidies currently provide virtually the only decent paying jobs in the child care field. The illusory 'cheapness' of some voucher/vendor programs, which are cheap because they perpetuate those market conditions which force private operators to pay poverty-level wages, exists only at the expense of program employees. Voucher/vendor programs should on a statewide level be devising strategies for bringing comparability between programs able to provide decent wages, whether privately operated using vouchers as a part of a mix, or operated with program subsidy. This issue must be resolved while taking into account the fact that the general public probably cannot afford to pay more than the current going rate, a rate inadequate to pay most child care staff above minimum wage. There may additionally need to be an effort within this strategy to review within the entire community the value placed on caring for children, by parents and private market operators and funding sources.

The issue of the applicability of minimum wage regulations to all forms of child care was also raised as an additionally monetary concern, and part of the larger question of wage rates. Many forms of child care, including in-home care and family day care, exist in structures now where minimum wage is not always paid. It is vital that the field as a whole address the issue of how to comply with the law, how to pay at least minimum wage to all who care for children, without pricing in-home and/or family day care beyond the reach of private consumers.

REGULATORY ISSUES

The administrative design and regulation of a voucher system are the [illegible] determine whether goals are met. In the area of vouchers for public schools, [illegible] expressed that widespread use of vouchers would lead to huckstering, [illegible] entice parents to low quality schools, and profiteering (as has [illegible] because of the lack of cost control. Parents in child care can with [illegible] gauge the effectiveness of the day care they arrange. This parental con[illegible] regulator of quality. However, under-regulation could easily lead to [illegible] care. It seems clear that vouchers are rather delicate instruments of social policy. [illegible] regulated and lose the purpose for which they are established (parent [illegible] of diverse program types). They can be under-regulated and lead to abuse.

A related issue of control is to consider within the design how to [illegible] access to the system. In other words, will vouchers be used by higher income families [illegible] which would limit the access of the lowest income families to day care spaces or the [illegible] care spaces? Obvious issues to consider in the administrative design of [illegible] which would affect this access are: whether vouchers should vary with income and how [illegible] whether they should be expressed as an amount or as a proportion of child care costs, how to design them so as to be neutral between cheaper forms like family day care and [illegible] center care.

The Governor's Committee believes that licensing and regulatory standards should be the same across all program types, enforced equally among types of care, however funded and of whatever program description.

The Committee does not in this report address the issue of how to structure state level accountability or the issue of administrative arrangements. However, we believe that the final report and the accumulated data of the Santa Clara Pilot Study should be carefully reviewed in formulating such administrative arrangements and state-level accountability structures. And all the diverse program types in the public and private market should be involved in the development of expansion plans.

REGULATORY ISSUES:
Summary of the Public Hearing

1. LICENSING

There was nearly unanimous agreement that licensing for health and safety standards is a responsibility appropriately placed at the state level. Significant numbers of participants noted that these standards should be enforced as part of a single state system which ensures consistent and uniform application. Such enforcement is important for all modes of financing and types of programs.

The majority of the testifiers felt that "Voucher systems should not rate, evaluate or judge quality in provider programs." A few witnesses felt that, on the contrary, voucher systems or local resource and referral agencies should observe the provider's license and gauge whether the law is being complied with by that provider.

Current placement in child care systems by voucher/vendor programs is being seriously impeded by the functioning of the licensing system, which is slow, tedious, and does not provide the goal of consistent, speedy licensing of homes and centers. Many witnesses claimed that the current delays and inequities in the licensing system were impediments to program development and development of new placement sites by voucher/vendor programs, a goal often mentioned as possible under a voucher/vendor system. Problems in maintaining licensed family day care homes, as placement sites for voucher children, were a particular problem in many areas of the state, because of a lack of licensing supports.

Many agencies testifying felt that the certification of vendor eligibility or voucher eligibility must be kept rigorously separate from compliance licensing; and most who spoke to the issue of licensing felt that a single state level agency must control the regulation system, possibly utilizing district offices. This issue was separated by most witnesses from the other administrative issues surrounding the combining of resource/technical assistance/information brokering with voucher/vendor provision. This second area of discussion might be appropriately labelled as program development and assistance as distinct from health and safety assurance.

2. ACCOUNTABILITY

The Governor's Advisory Committee has discussed at length in its recent report, "The Alternative Child Care Program (AB 3059): As Viewed by the Governor's Advisory Committee on Child Development Program," the difficulties involved for small providers, for private operators, and for all new programs, in the receipt of public funds. The hearing on voucher/vendor methods underscored all the points made in our previous discussion.

The enormous amount of paperwork required within the state system was mentioned by virtually every witness. Independent audit costs, unexpected administrative requirements, caused largely by reporting requirements, make it difficult for private sector child care providers to participate. Further, the additional costs required for these administrative and accountability requirements make it difficult to cost the service for including subsidized children in an ongoing program. For voucher programs at or below the cost of other subsidized care, this leaves even less mony available for service to the child.

The single largest problem area was the accounting system required for reimbursement, based on the cost per child hour in attendance. The reimbursement system does not cover the actual costs of providing the service, and certainly not the cost of making the service available. The current reimbursement system causes severe cash flow problems and the reporting requirements are cumbersome, time consuming and costly. The reimbursement system is in the process of being revised, after passage of legislation mandating a change in September, 1977.

Regulations and paperwork, it was agreed by all participants in the hearing, must be designed to fit with current private market practices. "Vendor systems should purchase care on the provider's terms, as long as health and safety is adhered to and parent options preserved." Payments are normally made in advance of service in the private market and small providers especially must have this cash flow guarantee to operate. Those accountability levels which are adequate to assure parents and which the private market operates within should be acceptable for expenditure of a state dollar. If the many advantages of voucher/vendor payment systems as one form of financing are to be available, the direct subsidies must not come with requirement beyond those the private operator can comply with and still provide a parent-responsive, reasonably priced service for non-subsidy parents.

3. ADMINISTRATIVE ARRANGEMENTS

Virtually all witnesses spoke with clarity to supporting the current diversity of types of programs providing child care. In addition to the broad distinctions of center care and home care, such options as in-home sitters, Montessori schools, religious centers, parent participation nursery schools, proprietary centers, tax exempt private centers were all discussed as valuable choices for the specific and variable needs of parents and children. Perhaps the only uniform opinion was that this diversity was enormously valuable, and that any planning for system changes should involve representatives from all types of care, and from all levels of the child care world: parents, providers of all sorts, governmental and non-governmental agencies related to service provision.

The issue of the design of state-wide administrative mechanisms is a large issue that should be addressed through other forums at greater length. However, witnesses commented frequently, and with no concensus, to the question of whether child care services should continue to be administered from a state agency directly to various local agencies, or whether regional administrative agencies should be created to subcontract for service delivery. One group of providers felt that the state level administration of child care is the best way to ensure continuation of local diversity in program types. These providers felt that selecting one agency at the local level to administer funds would risk control of program type at the local level. There were further fears that such a local administration agency would become a service competitor, thus destroying the promise of continued diverse program existence.

Several other witnesses felt that centralizing control for child care administration at the local level would increase coordination, ensure that administration occurred in forms consistent with knowledge of the local area; would entail less travel expense than the current system; and would improve provider and parent access to the administrative system. The possible disadvantages of a lack of uniform set of policies and procedures was cited as a problem now with a state-level system: both in child care administration at the State Department of Education and licensing administration at the Department of Health. It was felt by some that local administrative agencies could do no worse at uniform child care provision.

Testifiers, 6/9/77, Pre-Hearing, Eureka

Michele Dreyer
North Coast Women's Center

Lynn Glen
Eureka Infant-Toddler Center

Robert Bartley
Windsor Children's Center

Dixie Krieg
Parent

Marylee Jay
Parent and Teacher

Tom King
Humboldt State Children's Care Supervisor

Vince Vantola
North Coast Child Care Center

Michele Magri
Humboldt Child Care Council Resource Center

Virginia Hall
Humboldt Child Care Council Alternative Payment System

Julie Booth
Humboldt State Children's Center

Written Testimony

San Mateo 4-C

Lee Daher Child Development Centers
Fresno Unified School District

Allene Reynolds
Our Schools AR
Pasadena

Maurine Kornfeld
Thalians Community Health Center
Los Angeles

Marilee Parker
Sacramento

Mary Bodo
Pacific Primary
San Francisco

Alice Jordan
Berkeley Montessori School

Coordinating Council for Children's Services
Berkeley

A. L. Braswell
Bridges Inc.

Learning Unlimited
Culver City

Carol Somsak
United So. Alameda Co. Child Care Association
Fremont

Testifiers, 6/21/77

Linda Lewis
Pasadena Child Care Information Service

Judy Rocks/Jane Bonham
Santa Cruz Parents Association

Sara Cory
Department of Benefit Payments

Ken Jaffe
Contra Costa Children's Council

Ed Warren/Nancy Aitken
PNSACAPS

Arlyce Currie
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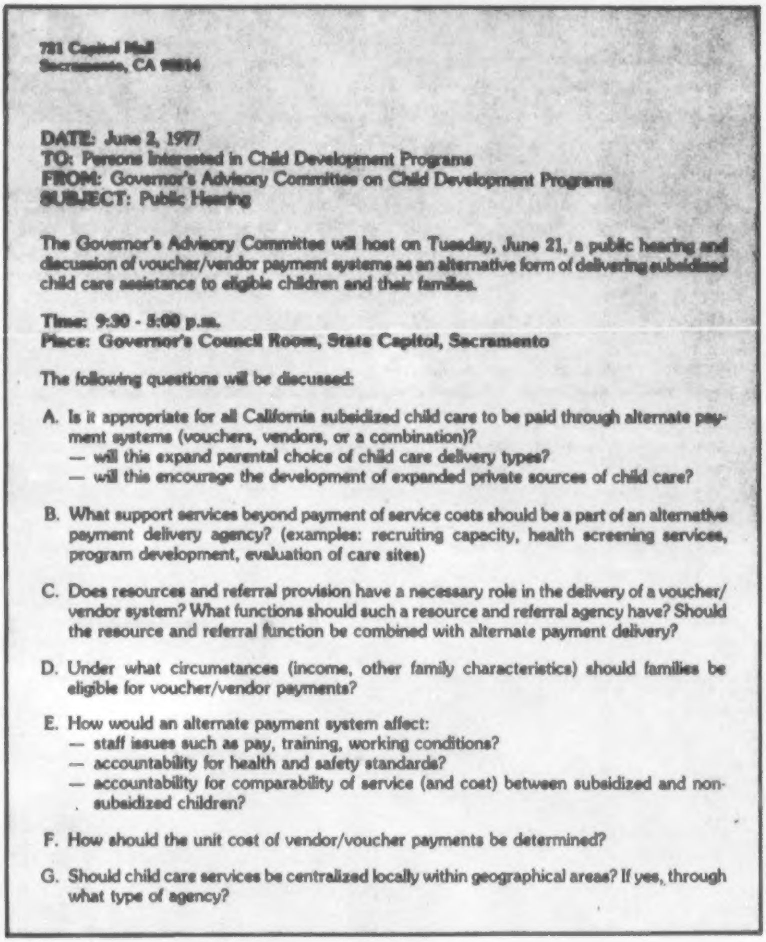
GOVERNOR'S ADVISORY COMMITTEE ON CHILD DEVELOPMENT PROGRAMS



781 Capitol Mall
Sacramento, CA 95814

DATE: June 2, 1977
TO: Persons Interested in Child Development Programs
FROM: Governor's Advisory Committee on Child Development Programs
SUBJECT: Public Hearing

The Governor's Advisory Committee will host on Tuesday, June 21, a public hearing and discussion of voucher/vendor payment systems as an alternative form of delivering subsidized child care assistance to eligible children and their families.

Time: 9:30 - 5:00 p.m.
Place: Governor's Council Room, State Capitol, Sacramento

The following questions will be discussed:

A. Is it appropriate for all California subsidized child care to be paid through alternate payment systems (vouchers, vendors, or a combination)?
   — will this expand parental choice of child care delivery types?
   — will this encourage the development of expanded private sources of child care?

B. What support services beyond payment of service costs should be a part of an alternative payment delivery agency? (examples: recruiting capacity, health screening services, program development, evaluation of care sites)

C. Does resources and referral provision have a necessary role in the delivery of a voucher/vendor system? What functions should such a resource and referral agency have? Should the resource and referral function be combined with alternate payment delivery?

D. Under what circumstances (income, other family characteristics) should families be eligible for voucher/vendor payments?

E. How would an alternate payment system affect:
   — staff issues such as pay, training, working conditions?
   — accountability for health and safety standards?
   — accountability for comparability of service (and cost) between subsidized and non-subsidized children?

F. How should the unit cost of vendor/voucher payments be determined?

G. Should child care services be centralized locally within geographical areas? If yes, through what type of agency?

[redacted]

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